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ABSTRACT

Legal and policy initiatives to achieve various tuition policy goals are proposed for the Massachusetts Board of Regents of Higher Education. The suggested tuition policy builds on the policy adopted by the Board in 1984. Details are provided on tuition and access, tuition and equity, the margin for excellence, tuition and fees, and predictability. A background on the subject focuses on the Regent's current policy and on policies in other states. Tuition charges are discussed in terms of tuition goals, implementation, and other issues, and 13 recommendations are made (i.e., tuition rates at community colleges should be set at 25% of the average cost per student; the maximum increase in any one year for resident students should not exceed 9%). Tuition retention and waivers are discussed with an emphasis on tuition retention, tuition remission waivers, and net retained tutition and expenditure guidelines. Four recommendations are made regarding college and university fees. A policy evaluation is included. Overall, this report calls for significant increases in tuition as well as several mechanisms to insure that students in need are protected. Six attachments are: a copy of the 1984 "Tuition Policy"; an outline of tuition policies in other states; a table showing state supported student enrollments by institution for 1987; a policy statement on the tuition waiver program; waiver cost estimates; and a report on public university and college undergraduate student fees. Tables and figures are included. (SM)

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# Board of Regents of Higher Education

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## A Proposed Tuition Policy for Public Higher Education in Massachusetts

## Analysis and Recommendations

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# A Proposed Tuition Policy for Public Higher Education in Massachusetts

## Analysis and Recommendations

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## I. Introduction

The public system of higher education exists to serve the Commonwealth. Public colleges and universities contribute to the well-being of the state and its people by providing opportunities for individuals to advance their understanding and skills, enabling them to participate effectively and productively in the life of their society. The academic programs offered must, therefore, be accessible to all who can benefit from them; and they must meet the standards of quality demanded by a competitive world. As public institutions, responsible to the people and supported in large measure by their tax dollars, the system must remain responsive to the needs of Massachusetts residents, and accountable to them for both efficiency and quality.

Among the statutory obligations of the Board of Regents is to "develop a rational and equitable statewide tuition plan for all institutions of public higher education in the Commonwealth, which plan shall take into account by type of institution, the per student maintenance costs, total mandated costs per student and the need to maximize student

access to higher education regardless of a student's financial circumstances." The basic elements of a plan are clearly specified in the legislation; but the relationship among them is complex, and the Board now lacks authority to fully implement such a comprehensive policy. Here, for the first time we propose legal and policy initiatives to achieve the goal set forth eight years ago. The Tuition Policy outlined below will effectively promote rationality and equity and access, improve the "margin for excellence" by providing resources to support academic quality and institutional responsiveness, and permit greater public management accountability in public higher education.

This tuition policy builds upon the policy adopted by the Board in 1984.[1] That version articulated general principles, but stopped short of proposing firm articulation of principle and practice. The underlying principles of the earlier document remain the foundation of our policy today. The Regents continue to believe that tuition policy for the public system should be grounded in its mission of service; that this implies an excellent system open and attractive to

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1. The policy recommendations contained in this report are also responsive to the request by the Task Force on Student Financial Aid, in its report "Expanding Opportunities to Higher Education for the Commonwealth: Quality, Access and Choice", that the Chancellor conduct a comprehensive study on the linking of cost, tuition and student aid. Furthermore, that the study explore whether public institutions should be allowed to retain tuition revenue.

qualified students of every socioeconomic background; and that, to achieve this end, all students should be expected to assume a fair share of the cost of their education insofar as they are financially able to do so. No policy that limits the ability of our colleges and universities to serve a diverse student body, or that deprecates society's vital stake in the education of its people, can be consistent with our fundamental commitment of service to the Commonwealth.

Tuition and Access

Society must assure that the benefits of higher education are available to all its citizens. Everyone recognizes that tuition can limit accessibility to higher education. Without financial aid, our public institutions would be beyond the means of many of our citizens. We assure continued accessibility through a comprehensive financial aid policy that directly links the cost of education to the amount of financial aid that should be available to students who wish to enroll in our colleges and universities.

There are some who believe that a better way to assure accessibility is to keep tuitions low or to charge no tuition at all. The net effect of such a policy is to provide a substantial subsidy for everyone who attends a public college

or university, regardless of income. In this scheme, the link between the ability to pay and financial aid is severed.

Lower tuition is generally associated with relatively low commitment to financial aid; this policy actually works against access for needier students who require affirmative financial assistance to meet costs beyond tuition.

The Tuition Policy proposed herein takes a very different course. It assumes that those who can afford to pay should pay a stated amount for the benefits they received from their education. It seeks to establish the principles of equity and partnership that fixes the state subsidy of their education and says that the individual citizen who can afford to do so should pay the remainder.

Tuition and Equity

For public higher education in Massachusetts and nationally, tuition charges represent only a fraction of the cost of the education provided. The state's primary role in financing higher education is a recognition that access to it has become a basic American right, and that the benefits of an educated populace redound to society at large. Although the federal government contributes significantly to higher education, the state's major partner in its support is

students and their families. This contrasts sharply with other nations where postsecondary education is a free social benefit; yet, strikingly, no college and university system in the world is as democratic, in character or participation, as ours.

The rationale for charging tuition in public higher education is equity - the belief that individuals who derive personal benefit from a service should assume their fair share of its cost. Beyond the public purpose of public higher education, there is no doubt that its programs provide important advantages to the graduates themselves. Without tuition charges, we face the likelihood that a public system created to promote social equality by removing barriers to talent and ambition will instead become fiscally regressive, channeling tax-supported benefits to individuals who are in many cases comfortably circumstanced, and who thereby gain further advantages.

Ideally, tuition charges should apportion the cost of higher education according to a calculation of the distribution of its benefits between the student and the Commonwealth. No such calculation is possible, of course. The most widely used estimate is that developed more than a decade ago by the Carnegie Commission on Higher Education, assigning approximately one-third of the benefits to the individual,

and two-thirds to society. This figure, adopted in a number of states, was recommended as a guideline in the Regents' 1984 Tuition Policy. The Commission also recommended a lower cost percentage for students at community colleges, a measure indirectly embodied in the 1984 policy.

Inherent in the principle of equity is a secondary principle that there is a partnership between society (the Commonwealth) and individual citizens who enroll in public higher education. If a citizen is expected to pay a fair share of the cost of education, society assumes an obligation to support higher education with its appropriate share. Anything less than that on the part of either the citizen or the state undermines the principle of equity and threatens access and excellence as well. The principle of partnership is especially important because there are those who believe that the state will shrink from its responsibility and shift to the individual consumer an increasing cost of attending a public college or university. We do not believe this to be the case, but we affirm the secondary principle that a failure on the part of the state to provide the appropriate support requires the Regents to refuse to raise tuition to make up the difference.

The Margin for Excellence

Public higher education is accountable to the people of Massachusetts and to its students - accountable for using appropriated funds and tuition revenues to support programs of the highest quality possible. Current patterns of both revenue and expenditure, and the existing practice of remitting tuition revenues to the General Fund of the Commonwealth, all militate against accountability in this sense. Increased tuition revenue retained for specified uses on the campuses where it is generated would provide a vital "margin for excellence" for our public colleges and universities.

Within this decade, Massachusetts has moved from the bottom ranks in net state appropriations for higher education to a competitive position in per student support. The quality of higher education opportunities available to Massachusetts residents has improved accordingly; at the same time, further improvement is limited by two factors.

First, an unusually large proportion of the new funds, and of total appropriations, has been devoted to salary increases. More than 80% of our appropriated budget now goes to personnel - a very high figure by national standards, and even by comparison to other high cost-of-living states.

Although maintenance of adequate and competitive salary scales for faculty and staff is rightly of highest priority, this trend leaves little room for protecting other budget accounts from the corrosive effects of inflation, or for providing additional funds to strengthen existing programs and adding new ones.

Second, while the Commonwealth has achieved a top-ten rank in net appropriations per student, our standing in total expenditures per student is lower because of below average tuition revenues. By holding tuition increases below the rise of appropriations, inflation, and personal income, we have in effect "capped" the aspirations of our public colleges and universities to academic excellence. Theoretically, all the resource needs of our system could be met from appropriations, especially as the importance of independent higher education here significantly reduces the proportion of the total state budget devoted to higher education. In practice, however, we cannot expect that state allocations will continue to grow at their recent pace. If our students are to receive the opportunities they need, their contribution must rise to match the Commonwealth's.

Tuition charges set at a fixed share of costs, rising with (not replacing) appropriations, and retained by the campuses for general educational purposes (e.g. excluding faculty

salaries) will provide the margin of excellence we seek, and enhance the public accountability of our institutions. Students would be assured that their payments were devoted to supporting their programs. The institutions themselves would be afforded improved flexibility, and greater responsibility for resource management, within the statewide system. Most important, retention would provide additional resources for the campuses, resources that will spell the difference between a good system and an excellent one.

This tuition policy is, thus, envisioned as a means of providing new resources that will enable our campuses to take their places among the best public institutions in the nation. Only with that margin of excellence can we claim that our citizens have access to first rate higher education. Without it, we deny them genuine access and choice, and relegate many to an education that will inevitably be second best.

**Tuition and Fees**

A fee is a payment for a specific service provided to students, i.e. athletics. Some fees are voluntary; that is, students only pay a fee if they use the service. Other fees

are mandatory; all students are required to pay the fee.[2] To students (and parents), mandatory fees are indistinguishable from tuition. They become part of the cost of education - what a student must actually pay to attend a college or university. A rational tuition plan includes all mandatory charges rather than limiting its scope to formal tuition while ignoring required fees. The Regents' enabling statute requires the Board to relate tuition charges to the "total mandated cost per student." This proposed tuition policy takes account of fees as well as tuition and recommends legislative language that would give the Regents the power to limit the total amount of fees that any college or university could charge its students. Without a public policy role in the determination of fees, a rational tuition policy is impossible because, in effect, the Regents could not control what a student actually pays to gain an education. In addition, the recently adopted Regents' policy that the most needy students should receive financial aid equal to 100% of tuition and fees provides further incentive for a statewide fees policy. Without such a policy, the state's fiscal commitment to financial aid at our public colleges and universities could be determined by various local boards of trustees without appropriate statewide accountability.

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2. Mandatory fees represent those charges that are generally used to offset the costs associated with library resources, testing, graduation, health services and other student activities. Fees are currently set and retained by the campus.

Predictability

Finally, a tuition policy should incorporate the principle of predictability. It does not serve the public interest to have tuition subject to ad-hoc political, fiscal, and other pressures that are likely to surround such decisions. It is a fact that educational costs will rise. It is a further fact that these costs must be paid. Policy decisions designed to keep tuition as low as possible must ultimately give way in light of finite public resources. The resulting pattern of "stop and go" tuition increases does not provide a rational method by which resource needs can be met or provide students and their families with a reasonable information base upon which to plan to meet these increasing charges. This tuition policy assures predictability in two ways. Because tuition charges will represent a fixed share of educational costs, they will be determined by a process open to public view.

## II. Background

### A. The Regents' Current Policy

In 1984, the Massachusetts Board of Regents of Higher Education adopted a Tuition Policy.[3] The underlying philosophy of the policy is that provision of accessible, diverse, and academically sound higher education programs is an important responsibility of the state; and that the benefits of higher education accrue not only to the student but to society generally. Therefore, both have an obligation to bear a portion of the cost of education. Thus, the policy sets a maximum tuition level for resident students of 33% of the cost of education, and stresses that this share is a cap, not a target. (For the purpose of the policy, the cost of education is defined as the prior year's state appropriation per FTE.) In addition, maximum annual increases are limited to 15%.

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3. Tuition Policy, adopted by the Massachusetts Board of Regents of Higher Education, March 13, 1984: Amended December 10, 1984. (See Attachment A.) For the purpose of the analysis that will follow, the University of Lowell and Southeastern Massachusetts University are treated as separate segments. This is done in recognition of their differing missions and with the consent of the college presidents.

The policy specifies that tuition should be fixed based on consideration of seven factors. These factors are unranked and the Regents may give each greater or lesser weight in its deliberations, according to conditions and circumstances prevailing in the current year:

- The mission of the educational segment;
- The availability of financial aid;
- Other vital considerations which might dictate a lesser or greater percentage;
- Amount of public funding appropriated;
- The higher education needs of the Commonwealth;
- Actual prevailing cost within Massachusetts public higher education;
- Students' ability to pay.

An analysis of recent tuition decisions in the context of trends in educational costs and economic factors suggest that the policy: 1) does not provide for a minimum tuition that students should be expected to pay when costs or economic circumstances change; 2) does not support the principle that students should pay an appropriate share of the cost of their education (equity); and 3) does not provide a linkage between increases in tuition and financial aid (access). Furthermore, by any reasonable analysis, the policy does not specify a methodology by which the elements in the decision matrix, presented above, are linked to tuition decisions. Thus, in any given year, tuition decisions appear to be heavily dependent upon subjective determinations. Finally, current

policy has not provided a means for providing resources needed to maintain the "margin for excellence." That is, resources above meeting personnel costs that can be used to promote new educational programs.

The data in Table 1 support these points. Since the Regents adopted their Tuition Policy the following has occurred:

a. Tuition has remained unchanged since FY'86. Since FY'83, it has increased by 10 to 15%, while national increases have been over 40%.

b. Since FY'83, depending upon the segment, the cost per student (state appropriation per FTE) has increased between 31% and 55%. Furthermore, the Higher Education Price Index, (HEPI), increased by slightly more than 30%.[4] In addition, per capita income has increased by 44% while the self reported income of families with college bound students increased by 64%.[5]

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4. Higher Education Prices and Price Indexes, 1986 Update Research Associates of Washington, Washington, D. C.

5. Per capita income data are reported in the U. S. Department of Commerce News, various issues. Self reported income data are taken from Profile of SAT Achievement Test Takers, Massachusetts. College Board, various publications.

TABLE 1: TRENDS IN UNDERGRADUATE TUITION AND COST PER STUDENT - FY83-FY88

TUITION

| SEGMENT | FY83 | FY84 | FY85 | FY86 | FY87 | FY88 | DIFF. (88 - 83) | % CHANGE (88-83) |
|---|---|---|---|---|---|---|---|---|
| U/MASS | $1,129 | $1,129 | $1,208 | $1,296 | $1,296 | $1,296 | $167 | 14.8% |
| LOWELL | $986 | $986 | $1,026 | $1,080 | $1,080 | $1,080 | $94 | 9.5% |
| SMU | $937 | $937 | $1,002 | $1,080 | $1,080 | $1,080 | $143 | 15.3% |
| STATE COLLEGES | $845 | $845 | $888 | $938 | $938 | $938 | $93 | 11.0% |
| COMMUNITY COLLEGES | $635 | $635 | $672 | $708 | $708 | $708 | $73 | 11.5% |

COST PER STUDENT

| SEGMENT | FY83 | FY84 | FY85 | FY86 | FY87 | FY88 | DIFF. (88 - 83) | % CHANGE (88-83) |
|---|---|---|---|---|---|---|---|---|
| U/MASS | $4,665 | $4,703 | $5,003 | $5,558 | $5,970 | $6,130 | $1,465 | 31.4% |
| LOWELL | $3,043 | $3,074 | $3,486 | $4,093 | $4,786 | $5,002 | $1,959 | 64.4% |
| SMU | $3,763 | $3,778 | $3,895 | $4,430 | $5,024 | $5,100 | $1,337 | 35.5% |
| STATE COLLEGES | $2,845 | $2,904 | $3,038 | $3,394 | $3,781 | $3,840 | $995 | 35.0% |
| COMMUNITY COLLEGES | $2,486 | $2,522 | $2,732 | $3,351 | $3,837 | $3,862 | $1,376 | 55.3% |

TUITION AS A % OF COST

| SEGMENT | FY83 | FY84 | FY85 | FY86 | FY87 | FY88 | DIFF. (88 - 83) | % CHANGE (88-83) |
|---|---|---|---|---|---|---|---|---|
| U/MASS | 24.2% | 24.0% | 24.1% | 23.3% | 21.7% | 21.1% | -3.1% | -12.6% |
| LOWELL | 32.4% | 32.1% | 29.4% | 26.4% | 22.6% | 21.6% | -10.8% | -33.4% |
| SMU | 24.9% | 24.8% | 25.7% | 24.4% | 21.5% | 21.2% | -3.7% | -15.0% |
| STATE COLLEGES | 29.7% | 29.1% | 29.2% | 27.6% | 24.8% | 24.4% | -5.3% | -17.8% |
| COMMUNITY COLLEGES | 25.5% | 25.2% | 24.6% | 21.1% | 18.5% | 18.3% | -7.2% | -28.2% |

FILE NAME:TUITION

c. Tuition as a percentage of cost has declined in every year. In FY'88, the University of Lowell showed the largest decline, (-10.8 percentage points), while the University of Massachusetts had the smallest (-3.1 percentage points).

d. The state colleges have the highest tuition percentage (24.4% of cost), while the community colleges have the lowest (18.1%).

e. Between FY'83 and FY'88, salaries generally increased more rapidly than the other components of the higher education budget (9.2% per year compared to 7.6%). Since FY'85, however, the differential growth has become more dramatic (6.8% versus 1.2%, see Table 1A). For FY'88, approximately 82% of the budget was spent on salaries. If past trends continue, the salary percentage could increase to 83% by FY'93. Thus, the public colleges and universities are likely to be under significant pressure to find the non-personnel resources that will be needed to develop new programs.

B. <u>Policies in Other States</u>

It may be useful at this point to provide an additional context for this analysis by reviewing tuition policies in

TABLE 1A: TRENDS AND PROJECTIONS IN SALARIED AND NON-SALARIED ACCOUNTS- FY83, FY88 AND PROJECTED FY93

FISCAL YEARS 1983 THROUGH 1988

| ACCOUNT | FY83 EXPENSES | %DIS FY83 | FY88 EXPENSES | %DIS FY88 | %CHANGE | ANN RATE |
|---|---|---|---|---|---|---|
| SALARIES | $303,882,668 | 80.6% | $471,596,496 | 81.7% | 55.2% | 9.2% |
| HEAT/PLANT OPER | $36,977,025 | 9.8% | $36,910,136 | 6.4% | -0.2% | 0.0% |
| ALL OTHER | $36,070,144 | 9.6% | $68,617,512 | 11.9% | 90.2% | 13.7% |
| SUB TOTAL | $73,047,169 | 19.4% | $105,527,648 | 18.3% | 44.5% | 7.6% |
| TOTAL | $376,929,835 | 100.0% | $577,124,144 | 100.0% | 53.1% | 8.9% |

FISCAL YEARS 1985 THROUGH 1988

| ACCOUNT | FY85 EXPENSES | %DIS FY85 | FY88 EXPENSES | %DIS FY88 | %CHANGE | ANN RATE |
|---|---|---|---|---|---|---|
| SALARIES | $386,770,392 | 79.2% | $471,596,496 | 81.7% | 21.9% | 6.8% |
| HEAT/PLANT OPER | $41,059,632 | 8.4% | $36,910,136 | 6.4% | -10.1% | -3.5% |
| ALL OTHER | $60,720,216 | 12.4% | $68,617,512 | 11.9% | 13.0% | 4.2% |
| SUB TOTAL | $101,779,848 | 20.8% | $105,527,648 | 18.3% | 3.7% | 1.2% |
| TOTAL | $488,550,240 | 100.0% | $577,124,144 | 100.0% | 18.1% | 5.7% |

FISCAL YEARS 1988 THROUGH 1993

| ACCOUNT | FY88 EXPENSES | %DIS FY88 | PROJECTED FY93 | %DIS FY93 |
|---|---|---|---|---|
| SALARIES | $471,596,496 | 81.7% | $731,872,133 | 82.8% |
| HEAT/PLANT OPER | $36,910,136 | 6.4% | $38,792,924 | 4.4% |
| ALL OTHER | $68,617,512 | 11.9% | $113,657,673 | 12.9% |
| SUB TOTAL | $105,527,648 | 18.3% | $152,450,597 | 17.2% |
| TOTAL | $577,124,144 | 100.0% | $884,322,730 | 100.0% |

FILE:BUDGET DATA:PROJECTION RATES ARE EQUAL TO THE FY83-FY88 PERIOD

other states. Presented in Attachment B is a review of tuition policies in those states that have governing or coordinating boards with tuition setting authority similar to the Board of Regents. Also included for each state is information concerning policies regarding tuition retention and linkages between tuition and financial aid. The attachment is not meant to be exhaustive but rather indicative. (Additional background material is available at the Regents' Office.) Presented below are examples of tuition methodologies in selected states.

1. Proportional Cost Pricing - Cost of Instruction/Education

Tuition covers a proportion of the cost of education and increases when teaching and operational cost increase (even if other revenues are available to cover the increased costs.)

Example: State of Washington: Under authority of the governing boards and the Higher Education Coordinating Board, tuition rates at all Washington public institutions are indexed to the cost of education. Specifically, the rates are set at 33% of cost at the University of Washington and Washington State University; 25% of cost at the regional universities; and 23% at Washington community colleges. As costs increase, tuition increases are adjusted upward. The

governing board can, if circumstances warrant, recommend different annual increases.

2. Residual Pricing

After all budget and income items are determined by the institution and the appropriate state authority, tuition is set at a level that balances the income and expenditures. Tuition can be used to offset most expenses of the institution.

Example: Connecticut: The Board of Governors' tuition policy requires that the tuition fund expenditure authority for a budget year be set at a minimum of 20% of the prior two years actual total expenditure base. The policy, therefore, sets tuition at a level that is necessary to generate the required tuition revenues.

3. Externally Indexed Pricing, Peer Review and Other Methods

States that use external indexes generally tie tuition increases to changes in the economy (e.g., consumer price index or per capita personal income.) Peer review, however, relates tuition to an estimate of the average tuition in surrounding states and/or similar institutions. Other methods include policies that incorporate more general

conditions for setting tuition. In most cases there are no specific guidelines or a tuition target.

Example: Kentucky: The Council on Higher Education maintains tuition levels for Kentucky residents as a reasonable percentage of per capita personal income (PCPI). Current percentages for undergraduate tuition are 4.5% of PCPI for students at community colleges; 8% for students at Masters granting institutions and 10.5% at Doctoral degree granting institutions. Graduate and non-resident tuition are a multiple of undergraduate rates.

West Virginia: The Board of Regents sets tuition based on need for available resources but uses the Southern Regional Education Board (SREB) calculation of the median tuitions of the member states as a guide.

Rhode Island: The Board of Governors' tuition policy requires that public institutions maintain a policy of low tuition. Furthermore, tuition charges should be differentiated among the public institutions according to institutional objectives. The availability of financial aid and the need to maintain regional diversity are also considered in developing tuition recommendations.

## III. Tuition Charges

In this section of the report the principles of equity, partnership and predictability are established in terms of specific tuition policy recommendations.

### A. Tuition Goals

Inherent in the principle of equity is the notion that those who benefit from higher education should be expected to contribute directly towards the cost of providing that education. Most citizens contribute towards its cost through general tax support. This is appropriate since the Commonwealth benefits from the ultimate economic, cultural, and related activities of the individual being educated. There is no percentage that can best define that level of contribution. Approximately, sixteen of twenty-five states that have a state wide tuition policy, use the cost of education concept as the major basis for determining tuition. Of that number, six (6) including Arkansas, Florida, Maryland, New Jersey, Oklahoma and Tennessee use 30%, as the student's share of cost.

**RECOMMENDATION #1. The goal for the undergraduate tuition rate at the senior colleges should be set at 30% of the prior fiscal year's average cost per student.**

Current policy, establishes a 33% ceiling for all public colleges and universities. Recommendation #1 and those that follow fundamentally change existing policy from one that sets an upper limit on a tuition percentage to one that provides for specific although lesser goals. Therefore, it may well be desirable to establish a lower rate for the community colleges since they provide primary access to higher education and generally serve a student body drawn from many of the economically disadvantaged communities in the Commonwealth.

**RECOMMENDATION #2. The goal for the tuition rate at the community colleges should be set at 25% of the average cost per student.**

The Regents' Tuition Policy provides general guidelines for setting graduate tuition. Specifically, the policy indicates that "because fewer credit hours constitute full-time enrollment at the graduate level, graduate tuition per credit will be proportionately higher than undergraduate tuition." It states further that tuition should therefore, reflect a different credit-hour base. The policy does not suggest a specific tuition ceiling. Since a goal has been established for undergraduate tuition, it is appropriate to do the same for graduate tuition.

RECOMMENDATION #3. Graduate tuition should be set at 125% of the segments' undergraduate tuition. (Graduate tuition would therefore rise to 37.5% of the average cost per student.) Tuition for the Medical School (M.D. program) shall be established separately; for other programs at the University of Massachusetts/Worcester, tuition shall be equal to that for graduate programs at the Amherst campus. Under special circumstances, the Regents may consider higher tuitions for other discrete professional programs. In no case shall such tuition for degree programs exceed the per student cost of the program.

B. Implementation

A tuition policy that is viewed as reasonable and predictable should yield information that is of value to those who must plan to meet the future cost of a public higher education. It should contain an agreed upon methodology for its implementation. The methodology should indicate the process that will be followed in moving towards its goals. It should also specify the conditions under which the goals will be maintained and provide a rationale for departing from them when extraordinary circumstances warrant such decisions.

**RECOMMENDATION #4. Tuition should be adjusted to the stated goals over a period of time consistent with the maximum increases set forth below.**

Presented in Table 2, is a set of projected undergraduate and graduate tuitions based upon 9.0% per year increases.[6] By FY'89, for example, the tuition recommendations would result in an undergraduate tuition at the University of Massachusetts of $1413, an increase of $117. At the community colleges, tuition would rise to $772, an increase of $64. In addition, undergraduate tuitions at the University of Lowell, Southeastern Massachusetts University and the state colleges would be set at $1233, $1233 and $1022, increasing $97, $97, and $84 respectively. Graduate tuitions would increase to $1766 at the University of Massachusetts, $1373 at the University of Lowell, $1308 at Southeastern Massachusetts University and $1151 at the state colleges.

It should be noted that if tuition increased 9% per year for the next five years, only the state college segment would

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6. Projected tuitions are based upon an assumed increase in student cost of 5% per year. This rate is below the prior five year annual average of slightly more than 7% per year. If during the phase-in period costs increased at a faster rate, actual tuitions charges would be higher.

TABLE 2: CURRENT AND PROJECTED UNDERGRADUATE AND GRADUATE TUITION - FY88-FY93

| SEGMENT | TUITION(FY88) | PROJECTED UNDERGRADUATE TUITION FY89 | FY90 | FY91 | FY92 | FY93 | TUITION(FY88) | PROJECTED GRADUATE TUITION FY89 | FY90 | FY91 | FY92 | FY93 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| U/MASS | $1,296 | $1,413 | $1,540 | $1,678 | $1,829 | $1,994 | $1,620 | $1,766 | $1,92[illegible] | $2,098 | $2,287 | $2,493 |
| LOWELL | $1,080 | $1,177 | $1,283 | $1,399 | $1,525 | $1,662 | $1,260 | $1,373 | $1,49[illegible] | $1,632 | $1,779 | $1,939 |
| SMU | $1,080 | $1,177 | $1,283 | $1,399 | $1,525 | $1,662 | $1,200 | $1,308 | $1,42[illegible] | $1,554 | $1,694 | $1,846 |
| STATE COLL | $938 | $1,022 | $1,114 | $1,215 | $1,324 | $1,443 | $1,056 | $1,151 | $1,25[illegible] | $1,368 | $1,491 | $1,625 |
| COMM.COLL | $708 | $772 | $841 | $917 | $999 | $1,089 | ----- | ----- | ----- | ----- | ----- | ----- |
| | | TUITION AS A PERCENTAGE OF COST | | | | | | TUITION AS A PERCENTAGE OF COST | | | | |
| SEGMENT | | | | | | | | | | | | |
| U/MASS | 21.1% | 21.4% | 22.3% | 23.1% | 24.3% | 25.5% | 26.4% | 26.8% | 27.8% | 28.9% | 30.4% | 31.9% |
| LOWELL | 21.6% | 21.4% | 22.2% | 23.0% | 24.3% | 25.5% | 25.2% | 25.0% | 25.9% | 26.9% | 28.3% | 29.7% |
| MU | 21.2% | 22.3% | 23.1% | 24.0% | 25.3% | 26.5% | 23.5% | 24.7% | 25.7% | 26.7% | 28.1% | 29.4% |
| STATE COLL | 24.4% | 25.8% | 26.8% | 27.8% | 28.9% | 30.0% | 27.5% | 29.1% | 30.2% | 31.3% | 32.5% | 33.8% |
| COMM.COLL | 18.3% | 19.0% | 19.7% | 20.4% | 21.2% | 22.0% | ----- | ----- | ----- | ----- | ----- | ----- |
| | | ANNUAL DIFFERENCES | | | | | | ANNUAL DIFFERENCES | | | | |
| SEGMENT | | YEAR 1 | YEAR 2 | YEAR 3 | YEAR 4 | YEAR 5 | | YEAR 1 | YEAR 2 | YEAR 3 | YEAR 4 | YEAR 5 |
| U/MASS | | $117 | $127 | $139 | $151 | $165 | | $146 | $159 | $173 | $189 | $206 |
| LOWELL | | $97 | $106 | $115 | $126 | $137 | | $113 | $124 | $135 | $147 | $160 |
| SMU | | $97 | $106 | $115 | $126 | $137 | | $108 | $118 | $128 | $140 | $152 |
| STATE COLL | | $84 | $92 | $100 | $109 | $119 | | $95 | $104 | $113 | $123 | $134 |
| COMM.COLL | | $64 | $69 | $76 | $83 | $90 | | | | | | |

NOTE: TUITION INCREASE 9.0% PER YEAR
NOTE:COST PER STUDENT INCREASE 5% PER YEAR
NOTE: FILE NAME=A89TUITION5/9.0%

have reached its goal by FY'93. The other segments would continue to be well below their goals.

**RECOMMENDATION #5. Once the limit is achieved, the Chancellor would recommend to the Regents tuition adjustments that generally match the change in the educational cost per student.**

Recommendation #5 represents the second major change in current policy. Tuition adjustments become more predictable reflecting the appropriate changes in the average cost per student. Indexing tuition to cost would further insure that the goals are maintained. There may be circumstances, however, when tuition increases are not appropriate or the magnitude of the required increases may be prohibitive. For example, state financial aid appropriations may be insufficient to insure that students in need are held harmless or institutional appropriations are perceived as inadequate. In these and other cases, it should be clear that as a matter of Regents' policy, students and their families will not be asked to make up the difference. In order to insure that students are not unduly burdened it is recommended that:

**RECOMMENDATION #6. The maximum increase in any one year for resident students should not exceed 9% and this maximum**

increase or cap should continue during and after the adjustment process.

**RECOMMENDATION #7.** To maintain the goals of equity and access, the Chancellor of Higher Education shall ensure prior to recommending any tuition increase that the annual appropriation from the prior year or the recommended appropriation in that fiscal year is consistent with a level of support that maintains the relative cost burdens between the state and the students.

Recommendations "6" and "7" would result in tuition percentages that could be below the recommended goals. Finally, if the policy is to achieve its objectives of equity and access, a partnership must exist between the State and students and their families. The partnership requires that future appropriations should be maintained at a level that would keep the relative share of the cost burden approximately constant; that is, 70% to the State and 30% to the student.

C. Other Issues

The current policy addresses a number of other tuition related issues that need to be either re-affirmed or

modified in light of current practices and legislative concerns.

a. Cost of Education: It has been suggested in other sections of the report that the term the cost of education would continue to be defined in terms of existing policy. Specifically the definition includes: instruction; academic support services; institutional support services; student services; and plant maintenance. This definition of cost of education conforms both to the language of the enabling legislation and to present budgetary practices. It accords with informal Massachusetts tradition as well as established national trends, and provides a consistent broadly accepted basis for equitable allocation of current educational costs.

The unit cost of education shall be the total cost of education, as defined above, divided by the number of state-supported full-time equivalent (FTE) students. The tuition for each year shall reflect the previous year's costs. At present, FTE students are defined as equivalent to 15 credit hours for undergraduate programs and 12 credit hours for graduate programs. The cost base for the state and community colleges should continue to be based upon segmental averages.

The Massachusetts College of Art, Massachusetts Maritime Academy, and the Medical School, which offer specialized professional programs, have historically received individual consideration in the funding process. The current policy that their costs should not be included in segmental calculations would continue. Their tuitions should continue to be established in consideration of the needs of the Commonwealth and of professional and institutional imperatives, rather than program cost alone. It may be useful, however, for the Regents to establish the appropriate study groups in order to determine whether a well defined tuition policy should be developed.

Two cost and tuition related recommendations are made, however;

Recommendation #8. The cost base for the two universities, the University of Lowell and Southeastern Massachusetts University could be calculated and tuitions may be established separately.

Recommendation #9. For the University of Massachusetts, the cost base will include allocations to the Amherst and Boston campuses and other appropriate university

accounts exclusive of support for land-grant functions. The Regents, on recommendation of the Trustees of the University of Massachusetts, may establish differential tuitions for the various campuses. The average tuition for the University should equal 30% of the average student appropriation per FTE.

b. Program Differentials: Establishment of individual tuition levels for each academic program would be inequitable as well as impractical. Except in a few cases, there is no adequate means of apportioning either program costs or student enrollments among programs. The character of colleges and universities, and the opportunities they provide, are shaped by the breadth of their academic offerings as well as the strength of individual programs.

Moreover, considerations of equity and of public policy would require that different student shares of costs be determined for each program, depending upon how its benefits were likely to be distributed. For example, nursing is an expensive program preparing graduates for valuable public service - but not for high-paying positions; to charge tuition on a program-cost basis would discourage students from entering the field. Differential tuition by program also has disturbing

implications for equality of access to higher education, especially in view of the complexities it could create for financial aid administration.

Tuition differentials between lower division and upper division undergraduate study are similarly inadvisable, for many of the same reasons.

Recommendation #10. The Regents should not permit, as a matter of general policy, differential tuition by program. On an exception basis, the Regents upon petition by a college may waive this policy. The requesting institution must demonstrate that such a differential charge is appropriate in terms of significant cost differences or that the exemption would serve an appropriate public policy.

c. Part-Time Students

The current policy concerning part-time students appears to be appropriate. Specifically, tuition for part-time students should continue to be determined by pro-rating, according to the number of credits taken, the established full-time tuition for the appropriate segment, level, and program.

d. Out-of-State, Resident Alien and Foreign Students

The 1984 policy sets tuition for out of state students at no less than 95% of the cost of education. In practice, however, the percentage is less and varies by segment. For example, it represents 81.3% of cost at the state colleges, 70.5% at the University of Massachusetts, 64.8% at the regional universities and 62.1% at the community colleges. There is a need to re-establish a clear policy in this area. Furthermore, the policy should be in line with generally accepted practices in other states.

Recommendation #11. Tuition for non-resident (out-of-state) students shall be set at the cost of education as defined by current policy (i.e., the average appropriation per FTE.)

Recommendation #12. Resident aliens who meet the standards for Massachusetts residency, and students similarly regarded by federal law, shall pay in-state tuition.

Many of the Commonwealth's most valued and productive citizens were initially attracted here, as non-resident aliens, by higher education opportunities. In the Fall '87, there were 3,500 such students enrolled in graduate and undergraduate programs. As a result of recent legislation, however, tuition for students affected by the Act (Chapter 7120 of the Acts of 1985) are required to be set at the total cost (as defined by current practice) of their education.

Finally, the Board of Regents has historically supported student exchange programs as a means of broadening the educational experience of both participants and those enrolled at host institutions; and continues to believe that the New England Regional Student Program contributes to expanded opportunity and the efficient use of higher education resources in the region.

Recommendation #13. Non-resident students attending Massachusetts public institutions under such reciprocal agreements shall be charged tuition and fees as provided by the agreements.

## IV. Tuition Retention, Waivers and Remissions

A policy of tuition retention would provide the colleges with the resources that are necessary to maintain or improve their "margins for excellence." These funds will create an opportunity for the colleges to improve responsiveness in program development; to support programs designed to improve minority access and retention; to improve the quality of faculty and other educational resources; to increase student assistance. Furthermore, the need for a revenue flexibility will increase if the colleges lose control over tuition revenues collected from students who enroll in the various divisions of continuing education (DCE). Finally, tuition retention would allow colleges with unexpected enrollment increases to have additional funds for classes and other support services.

It should be noted that the Regents considered both the issue of tuition retention and waivers and stated that a "general policy under which tuition payments are retained by the campus merits serious consideration." The Regents indicated further that "every effort should be made to assure by waiver or scholarship aid that full access to all programs is preserved."[7]

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7. Tuition Policy, p.8

This section of the report presents some broad guidelines that could be embodied in legislation that would permit the Regents to establish a systemwide retention policy. Estimates of retained tuition by segment and institution are also developed. In addition, the Regents' policy regarding tuition waivers is reviewed since the amount of retained revenues will obviously be dependent upon the magnitude of the waiver policy.

## A. Tuition Retention

Current statute requires that the public colleges and universities remit tuition revenue to the General Fund. In the Commonwealth, tuition is seen as an offset to the state's higher education appropriation. It is not viewed as a resource that could be used to enhance higher education excellence. As we will see, tuition if retained could provide the colleges with significant new revenues. This potential revenue source could become particularly important if recent legislative budget decisions resulting in limited funding for new programs were to continue.

**Recommendation #1.** Beginning in FY'89, the colleges and universities should be permitted to retain tuition. The colleges and universities should remit to the General Fund an

amount established by the Board of Regents but that amount should be no greater than the tuition remitted in FY'88.

Table 3 provides estimates of total tuition revenues projected for state supported students. Between FY'88 and FY'93, gross revenues could increase by $59 million, from $109 million in FY'88 to $168 million by FY'93. This would represent an 53% increase in receipts during the next five fiscal years. Recommendation #1, on tuition retention is the third major change in tuition policy. If adopted by the Regents and the legislature, the colleges could have access to $58.9 million in new gross revenues.[8]

B. Tuition Remissions and Waivers

Students attending public colleges and universities have enjoyed the benefits of a host of tuition waiver and tuition remission programs for a number of years. The programs range from strict need based financial aid programs to legislated entitlement waiver and remission programs. All of these programs represent foregone revenue to the Commonwealth. Currently, there are four categories of programs which allow for a waiver or remission of tuition at public colleges and universities. These programs are:

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8. The projection assumes a 5% increase in cost and a stable FTE enrollment of 108,000. See Attachment B.

TABLE 3: CURRENT AND PROJECTED UNDERGRADUATE AND GRADUATE GROSS TUITION REVENUES - FY88-FY93

| SEGMENT | TUIT./ REV(FY88) | %DIS | TUIT.RES. ACC.(FY89) | %DIS | TUIT.RES. ACC.(FY90) | %DIS |
|---|---|---|---|---|---|---|
| U/MASS | $43.82 | 40.0% | $47.76 | 40.0% | $52.08 | 40.0% |
| LOWELL | $10.22 | 9.3% | $11.14 | 9.3% | $12.14 | 9.3% |
| SMU | $6.11 | 5.6% | $6.66 | 5.6% | $7.26 | 5.6% |
| STATE COLL | $25.76 | 23.5% | $28.08 | 23.5% | $30.60 | 23.5% |
| COMM.COLL | $23.51 | 21.5% | $25.62 | 21.5% | $27.93 | 21.5% |
| TOTAL(MILLIONS) | $109.41 | 100.0% | $119.26 | 100.0% | $129.99 | 100.0% |

| SEGMENT | TUIT.RES. ACC.(FY91) | %DIS | TUIT.RES. ACC.(FY92) | %DIS | TUIT.RES. ACC.(FY93) | %DIS |
|---|---|---|---|---|---|---|
| U/MASS | $56.74 | 40.0% | $61.85 | 40.0% | $67.42 | 40.0% |
| LOWELL | $13.23 | 9.3% | $14.42 | 9.3% | $15.72 | 9.3% |
| SMU | $7.92 | 5.6% | $8.63 | 5.6% | $9.41 | 5.6% |
| STATE COLL | $33.36 | 23.5% | $36.36 | 23.5% | $39.63 | 23.5% |
| COMM.COLL | $30.45 | 21.5% | $33.19 | 21.5% | $36.17 | 21.5% |
| TOTAL(MILLIONS) | $141.69 | 100.0% | $154.45 | 100.0% | $168.35 | 100.0% |

NOTE:9.0% TUITION INCREASE
E:5% INCREASE IN COST
E:FILE NAME=A89TUITIONS/9.0%

a. Tuition Remission which benefits employees through collective bargaining agreements. ($4.2 million in FY'86)

b. Legislative Waiver Programs which extend waivers to categories of persons such as veterans, Indians, police officers and firefighters. ($3.3 million in FY'85)

c. Campus-based Tuition Waiver Program adopted by the Board of Regents in 1981 which allows the campuses to waive tuition for needy students. ($6.8 million in FY'87)

d. Tuition Waiver (Emergency) Reserve Fund which provides campuses with additional resources to meet the needs of eligible students. ($4.0 million in FY'87)

With these categories in mind, the following is recommended:

**Recommendation #2. The Commonwealth should absorb the cost of all tuition remission programs negotiated through collective bargaining agreements or through waiver programs mandated by the Legislature. To absorb these costs, the campus "bill" that must be remitted to the state will be reduced based upon the number of enrolled students, day and evening, benefiting from these programs. In effect, the**

state will forego whatever revenue they would normally receive, as is the case now.

As stated above, in 1981, the Regents adopted a Tuition Waiver Program (Attachment C). The program permits the colleges to exempt certain students who meet the eligibility standards adopted by the Regents from tuition. Current operational policy treats waivers as a simple deduction from a college's tuition revenue obligation to the State. It is estimated that for FY'87, approximately $6.8 million in foregone tuition (6.4%) represents the estimated cost of waivers.[9] The Program requires that the waiver percentage vary by segment. The percentage is 5.7% for the universities and the state colleges and 9.1% for the community colleges (See Attachment D.) Over 16,000 students currently benefit from waivers.

Under the proposed tuition policy, it is important that the Regents' principle that access to our institutions be made available to the widest number of potential students continues even though tuitions would increase.

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9. The waiver estimate does not include the cost of waivers from the 4% Tuition Waiver (Emergency) Reserve Fund. (Approximately $4 million in FY'88). Since there is no predetermined allocation pattern these amounts were not deducted from the segmental estimates of tuition revenue.

**Recommendation #3.** The colleges should continue offering tuition waivers to students in need at percentages that do not exceed FY'87 rates.

Two points about the impact of waivers need to be made clear. First, the recommendation would reduce the amount of revenue collected and retained. Net projected revenues are presented in Table 4. By FY'93, waivers would result in approximately a $10.8 million revenue reduction. (FY'87 percentages are used to develop this estimate.) Anticipated tuition revenues would be reduced from $169 million to $158 million. It should be noted that the State will forego an additional $6.8 million in revenue because of the 4% Waiver Reserve Fund.

Since it is proposed that the colleges retain the higher tuition, it is reasonable to suggest that they assume an obligation to protect students in need from tuition increases.

**Recommendation #4.** Beginning in FY'89, the colleges would assume responsibility for the cost of all new waivers ($4.0 million by FY'93). The cost of current waivers ($6.8 million), plus the Waiver Reserve Fund currently at 4% of estimated revenues ($6.8 million in FY'93) should continue to be the responsibility of the Commonwealth.

TABLE 4: PROJECTED NET TUITION REVENUE - FY89-FY93

| SEGMENT | TUIT./ REV(FY88) | %DIS | TUIT.RES. ACC.(FY89) | %DIS | TUIT.RES. ACC.(FY90) | %DIS |
|---|---|---|---|---|---|---|
| U/MASS | $41.34 | 40.4% | $45.08 | 40.4% | $49.11 | 40.4% |
| LOWELL | $9.64 | 9.4% | $10.51 | 9.4% | $11.45 | 9.4% |
| SMU | $5.78 | 5.6% | $6.28 | 5.6% | $6.85 | 5.6% |
| STATE COLL | $24.30 | 23.7% | $26.48 | 23.7% | $28.87 | 23.7% |
| COMM.COLL | $21.37 | 20.9% | $23.30 | 20.9% | $25.39 | 20.9% |
| TOTAL(MILLIONS) | $102.42 | 100.0% | $111.63 | 100.0% | $121.68 | 100.0% |

| SEGMENT | TUIT.RES. ACC.(FY91) | %DIS | TUIT.RES. ACC.(FY92) | %DIS | TUIT.RES. ACC.(FY93) | %DIS |
|---|---|---|---|---|---|---|
| U/MASS | $53.53 | 40.4% | $58.35 | 40.4% | $63.60 | 40.4% |
| LOWELL | $12.48 | 9.4% | $13.60 | 9.4% | $14.83 | 9.4% |
| SMU | $7.47 | 5.6% | $8.14 | 5.6% | $8.88 | 5.6% |
| STATE COLL | $31.47 | 23.7% | $34.30 | 23.7% | $37.39 | 23.7% |
| COMM.COLL | $27.68 | 20.9% | $30.17 | 20.9% | $32.88 | 20.9% |
| TOTAL(MILLIONS) | $132.63 | 100.0% | $144.57 | 100.0% | $157.58 | 100.0% |

OTE:5% INCREASE IN COST
OTE:FILE NAME=A89TUITION5/9.0%/NET REV.

There is a need to insure that increasing tuitions do not shut of access to students who would not qualify for full scholarship support under the recently adopted financial aid plan. The Tuition Waiver Reserve Fund could be used to this end.

**Recommendation #5.** **If required, the Reserve Fund should be expanded to address the impact of tuition increases on individual campuses. If the rate for waivers increased from 4% to 6%, these waivers would increase from $4.0 million in FY88 to $9.6 million by FY93.**

The second point concerns the differential impact of waivers on segmental tuition retention. The University of Massachusetts because of the size of its enrollment and the mission of its Boston campus and the community colleges because of the segment's higher waiver percentage (9.1%) are likely to experience the largest revenue loss. The issues related to the size of the program and the distribution of funds should be carefully reviewed once a comprehensive tuition policy is adopted.

It is important to note, however, that all segments could increase their revenues if the recently adopted recommendations on financial aid are appropriately funded. For example, the recommendation that the maximum awards in

the public sector be set and maintained at 100% of tuition and fees could mean fewer waivers with corresponding increases in revenue, as institutions begin to re-package financial aid for their students.

C. Net Retained Tuition and Expenditures Guidelines

As indicated in Table 5, by FY'93 the colleges, after allowing for the cost of waivers, would retain approximately $55 million in tuition receipts. In Table 6, estimates by campuses are presented. The data can be summarized as follows:

a. Approximately $22.3 million would accrue to the University of Massachusetts of which 72% would be attributed to Amherst.

b. The University of Lowell would retain $5.2 million and Southeastern Massachusetts University, $3.1 million.

c. The state colleges would retain $13.1 million in revenues. Bridgewater and Salem would retain the largest shares - over $2.5 million.

TABLE 5: PROJECTED NET TUITION REVENUE AND RETAINED REVENUE - FY89-FY93

| SOURCE | TUIT.REV. ACC(FY89) | BASE RES. ACC(FY89) | RETAINED ACC(FY89) | TUIT.RES. ACC(FY90) | BASE RES. ACC(FY90) | RETAINED ACC(FY90) | TUIT.RES. ACC(FY91) | BASE RES. ACC(FY91) | RETAINED ACC(FY91) |
|---|---|---|---|---|---|---|---|---|---|
| U/MASS | $45.06 | $41.34 | $3.72 | $49.11 | $41.34 | $7.77 | $53.53 | $41.34 | $12.19 |
| LOWELL | $10.51 | $9.64 | $0.87 | $11.45 | $9.64 | $1.81 | $12.48 | $9.64 | $2.84 |
| SMU | $6.28 | $5.76 | $0.52 | $6.85 | $5.76 | $1.09 | $7.47 | $5.76 | $1.71 |
| STATE COLL | $26.49 | $24.30 | $2.19 | $28.87 | $24.30 | $4.57 | $31.47 | $24.30 | $7.17 |
| COMM.COLL | $23.30 | $21.37 | $1.93 | $25.39 | $21.37 | $4.02 | $27.68 | $21.37 | $6.31 |
| TOTAL(MILLIONS) | $111.63 | $102.41 | $9.22 | $121.67 | $102.41 | $19.26 | $132.63 | $102.41 | $30.22 |

| SEGMENT | TUIT.RES. ACC(FY92) | BASE RES. ACC(FY92) | RETAINED ACC(FY92) | TUIT.RES. ACC(FY93) | BASE RES. ACC(FY93) | RETAINED ACC(FY93) |
|---|---|---|---|---|---|---|
| U/MASS | $58.35 | $41.34 | $17.01 | $63.60 | $41.34 | $22.26 |
| LOWELL | $13.60 | $9.64 | $3.96 | $14.83 | $9.64 | $5.19 |
| SMU | $8.14 | $5.76 | $2.38 | $8.88 | $5.76 | $3.12 |
| STATE COLL | $34.30 | $24.30 | $10.00 | $37.39 | $24.30 | $13.09 |
| COMM.COLL | $30.17 | $21.37 | $8.80 | $32.88 | $21.37 | $11.51 |
| TOTAL(MILLIONS) | $144.56 | $102.41 | $42.15 | $157.58 | $102.41 | $55.17 |

NOTE:5% INCREASE IN COST
NOTE:FILE NAME=A09TUITIONS/9.0%/NET REV/COLA97
NOTE:BASE RESERVE ACCOUNT(GENERAL FUND REVENUES) 1=FY87 PROPORTIONS LESS THE ESTIMATED COST OF WAIVERS IN FY88
NOTE:IT IS ASSUMED THAT THE COLLEGES SUPPORT THE COST OF NON WAIVERS

TABLE 6: PROJECTED INSTITUTIONAL SHARES OF RETAINED TUITION - STATE SUPPORTED STUDENTS - FY89-FY93

| INST/ SEGMENT | SHARE(89) ($1,000) | SHARE(90) ($1,000) | SHARE(91) ($1,000) | SHARE(92) ($1,000) | SHARE(93) (1,000) | SEGMENT %(93) |
|---|---|---|---|---|---|---|
| AMHERST | $2,680 | $5,811 | $8,787 | $12,260 | $16,079 | 72.1% |
| BOSTON | $1,043 | $2,175 | $3,405 | $4,751 | $6,221 | 27.9% |
| U/MASS | $3,722 | $7,786 | $12,192 | $17,011 | $22,301 | 100.0% |
| LOWELL | $865 | $1,812 | $2,846 | $3,971 | $5,194 | 100.0% |
| SMU | $512 | $1,078 | $1,697 | $2,370 | $3,102 | 100.0% |
| BRIDGEWATER | $408 | $856 | $1,348 | $1,878 | $2,457 | 18.8% |
| FITCHBURG | $277 | $584 | $915 | $1,275 | $1,667 | 12.7% |
| FRAMINGHAM | $262 | $552 | $864 | $1,204 | $1,575 | 12.0% |
| NO.ADAMS | $171 | $360 | $563 | $785 | $1,027 | 7.9% |
| SALEM | $434 | $893 | $1,397 | $1,947 | $2,547 | 19.5% |
| WESTFIELD | $234 | $492 | $770 | $1,074 | $1,404 | 10.7% |
| WORCESTER | $258 | $544 | $851 | $1,186 | $1,552 | 11.9% |
| MASS ART | $84 | $177 | $278 | $387 | $506 | 3.9% |
| MASS MARITIME | $58 | $122 | $190 | $265 | $347 | 2.7% |
| STATE COLL. | $2,188 | $4,585 | $7,176 | $10,000 | $13,082 | 100.0% |
| BERKSHIRE | $88 | $178 | $280 | $389 | $510 | 4.4% |
| BRISTOL | $130 | $271 | $426 | $593 | $777 | 6.7% |
| BUNKER HILL | $187 | $348 | $544 | $757 | $991 | 8.6% |
| CAPE COD | $89 | $185 | $291 | $405 | $530 | 4.6% |
| GREENFIELD | $63 | $131 | $206 | $286 | $375 | 3.3% |
| HOLYOKE | $153 | $317 | $498 | $694 | $909 | 7.9% |
| MASS BAY | $151 | $314 | $493 | $687 | $899 | 7.8% |
| MASSASOIT | $197 | $408 | $642 | $894 | $1,170 | 10.2% |
| MIDDLESEX | $141 | $292 | $459 | $639 | $837 | 7.3% |
| MT WACHUSETT | $79 | $163 | $257 | $357 | $478 | 4.2% |
| NORTH SHORE | $141 | $294 | $462 | $643 | $842 | 7.3% |
| NORT. ESSEX | $194 | $402 | $632 | $881 | $1,153 | 10.0% |
| QUINSIGAMOND | $105 | $217 | $342 | $476 | $623 | 5.4% |
| ROXBURY | $73 | $152 | $239 | $333 | $436 | 3.8% |
| STCC | $165 | $344 | $540 | $752 | $984 | 8.5% |
| COMM. COLL | $1,932 | $4,015 | $6,310 | $8,785 | $11,512 | 100.0% |
| TOTAL | $9,218 | $19,276 | $30,221 | $42,137 | $55,191 | ----- |

NOTE: COLLEGES RETAIN ALL OF THE TUITION INCREASE LESS THE COST OF NEW NEED BASED WAIVERS.
NOTE:FILE NAME=A89INSTSHARE5/9.0%
NOTE: TOTALS DIFFERENT FROM TABLE 5 DUE TO ROUNDING

d. The community colleges would retain $11.5 million in retained tuition funds. The largest amounts would be retained by Massasoit and Northern Essex ($1.2 million), Springfield Technical ($1.0 million) and Bunker Hill ($1.0 million.)

The colleges should have a fair amount of discretion in the use of these revenues. They should, however, be fully accountable to the Regents and the Legislature in the manner in which the funds are collected, maintained and allocated.

Recommendation #6. Each public college and university would establish, under regulations adopted by the Regents, a tuition retention account. Under guidelines adopted by the Regents, funds from this account could be allocated for academic program enhancement excluding 01 salaries, faculty development, faculty support services and other activities that are designed to improve the quality of educational resources. Funds could be used to support access and retention programs and campus based financial aid programs as well.

Recommendation #7. The account shall be subject to the control and authority of the Board of Trustees. The colleges and universities shall prepare expenditure plans to be approved by the Board of Trustees and filed with the Board of

Regents. The expenditure plans will serve as source documents for the purpose of public accountability. Expenditures will also be subject to audit by the Regents' Compliance Unit.

## V. College and University Fees

Since 1982, fees have risen 76%, approximately six times as fast as tuition (12%, three times as fast as consumer prices (20%), twice as fast as higher education prices (30%) and one and a half times as fast as per capita income (46%). Furthermore, when fees and appropriations per FTE are adjusted for inflation, fees increased three times faster (36%) than appropriations (12%). While fees have risen in all public universities and colleges, there are large differences both between and within segments. For example, public university fees average $535, more than twice community college fees ($228), while the highest community college fee ($359) is approximately two and a half times the lowest ($135). Relative growth rates in current and adjusted dollars are presented in Figures 1 and 2 and 3. (A detailed paper on fees and tuition is provided in Attachment F.)

Additional data presented in Table 7 indicate that in FY'88:

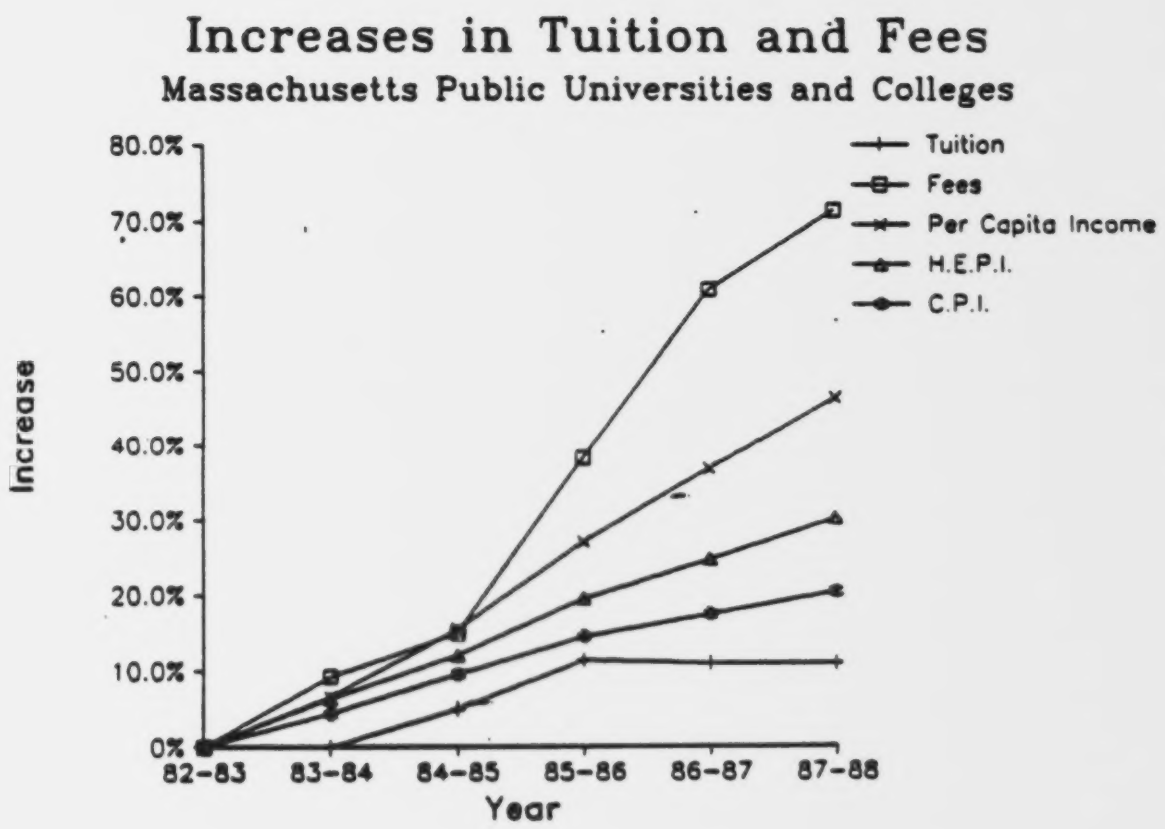
a. The average percentage for all colleges is approximately 40%. In addition, undergraduate fees generate about $39.5 million in annual revenues.

TABLE 7: COLLEGE FEES AND FEES AS A PERCENTAGE OF TUITION - FY 88 AND FY93

| | FY88 | | | | | FY93 | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| INSTITUTION/SEGMENT | FTE(87) | TUITION | FEES | FEE % TUITION | FEE REV. ($1,000) | FTE(87) | TUITION | FEES | FEES % TUITION | FEE REV. ($1,000) |
| AMHERST | 19481 | $1,296 | $796 | 61.4% | $15,507 | 19481 | $1,994 | $796 | 39.9% | $15,507 |
| BOSTON | 8252 | $1,293 | $286 | 22.1% | $2,360 | 8252 | $1,994 | $286 | 14.3% | $2,360 |
| U/MASS | 27733 | $1,296 | $644 | 49.7% | $17,867 | 27733 | $1,994 | $644 | 32.3% | $17,867 |
| LOWELL | 7632 | $1,080 | $352 | 32.6% | $2,686 | 7632 | $1,662 | $352 | 21.2% | $2,686 |
| SMU | 5537 | $1,080 | $241 | 22.3% | $1,334 | 5537 | $1,662 | $241 | 14.5% | $1,334 |
| BRIDGEWATER | 5008 | $936 | $401 | 42.8% | $2,008 | 5008 | $1,443 | $401 | 27.8% | $2,008 |
| FITCHBURG | 3500 | $936 | $318 | 34.0% | $1,113 | 3500 | $1,443 | $318 | 22.0% | $1,113 |
| FRAMINGHAM | 3278 | $936 | $437 | 46.7% | $1,432 | 3278 | $1,443 | $437 | 30.3% | $1,432 |
| NO.ADAMS | 2156 | $936 | $482 | 51.5% | $1,039 | 2156 | $1,443 | $482 | 33.4% | $1,039 |
| SALEM | 5348 | $936 | $301 | 32.2% | $1,609 | 5348 | $1,443 | $301 | 20.9% | $1,609 |
| WESTFIELD | 2948 | $936 | $389 | 41.6% | $1,147 | 2948 | $1,443 | $389 | 27.0% | $1,147 |
| WORCESTER | 3257 | $936 | $275 | 29.4% | $896 | 3257 | $1,443 | $275 | 19.1% | $896 |
| MASS ART | 1062 | $960 | $477 | 49.7% | $507 | 1062 | $1,443 | $477 | 33.1% | $507 |
| MASS MARITIME | 728 | $960 | $336 | 35.0% | $245 | 728 | $1,443 | $336 | 23.3% | $245 |
| STATE COLLEGES | 27283 | $938 | $366 | 39.1% | $9,996 | 27283 | $1,443 | $366 | 25.4% | $9,996 |
| BERKSHIRE | 1471 | $708 | $286 | 40.4% | $421 | 1471 | $1,089 | $286 | 26.3% | $421 |
| BRISTOL | 2242 | $708 | $176 | 24.9% | $395 | 2242 | $1,089 | $176 | 16.2% | $395 |
| BUNKER HILL | 2862 | $708 | $160 | 22.6% | $458 | 2862 | $1,089 | $160 | 14.7% | $458 |
| CAPE COD | 1529 | $708 | $250 | 35.3% | $382 | 1529 | $1,089 | $250 | 23.0% | $382 |
| GREENFIELD | 1082 | $708 | $256 | 36.2% | $277 | 1082 | $1,089 | $256 | 23.5% | $277 |
| HOLYOKE | 2623 | $708 | $234 | 33.1% | $614 | 2623 | $1,089 | $234 | 21.5% | $614 |
| MASS BAY | 2595 | $708 | $316 | 44.6% | $820 | 2595 | $1,089 | $316 | 29.0% | $820 |
| MASSASOIT | 3379 | $708 | $168 | 23.7% | $568 | 3379 | $1,089 | $168 | 15.4% | $568 |
| MIDDLESEX | 2415 | $708 | $182 | 25.7% | $440 | 2415 | $1,089 | $182 | 16.7% | $440 |
| MT WACHUSETT | 1351 | $708 | $210 | 29.7% | $284 | 1351 | $1,089 | $210 | 19.3% | $284 |
| NORTH SHORE | 2430 | $708 | $208 | 29.5% | $508 | 2430 | $1,089 | $209 | 19.2% | $508 |
| NORT. ESSEX | 3328 | $708 | $359 | 50.7% | $1,195 | 3328 | $1,089 | $359 | 33.0% | $1,195 |
| QUINSIGAMOND | 1798 | $708 | $240 | 33.9% | $432 | 1798 | $1,089 | $240 | 22.0% | $432 |
| ROXBURY | 1259 | $708 | $135 | 19.1% | $170 | 1259 | $1,089 | $135 | 12.4% | $170 |
| STCC | 2841 | $708 | $214 | 30.2% | $608 | 2841 | $1,089 | $214 | 19.7% | $608 |
| COMM. COLLEGES | 33205 | $708 | $228 | 32.2% | $7,571 | 33205 | $1,089 | $228 | 20.9% | $7,571 |
| ALL COLLEGES-AVERAGE | 101390 | $979 | $389 | 39.8% | $39,454 | 101390 | $1,506 | $389 | 25.8% | $39,454 |
| PUBLIC UNIV.-AVERAGE | 40902 | $1,226 | $535 | 43.6% | $21,888 | 40902 | $1,887 | $535 | 28.4% | $21,888 |
| PUBLIC 4 YEAR-AVERAGE | 68185 | $1,111 | $468 | 42.1% | $31,883 | 68185 | $1,709 | $468 | 27.4% | $31,883 |
| PUBLIC 2 YEAR-AVERAGE | 33205 | $708 | $228 | 32.2% | $7,571 | 33205 | $1,089 | $228 | 20.9% | $7,571 |

NOTE: FILE NAME=A898FEES5/9.0%

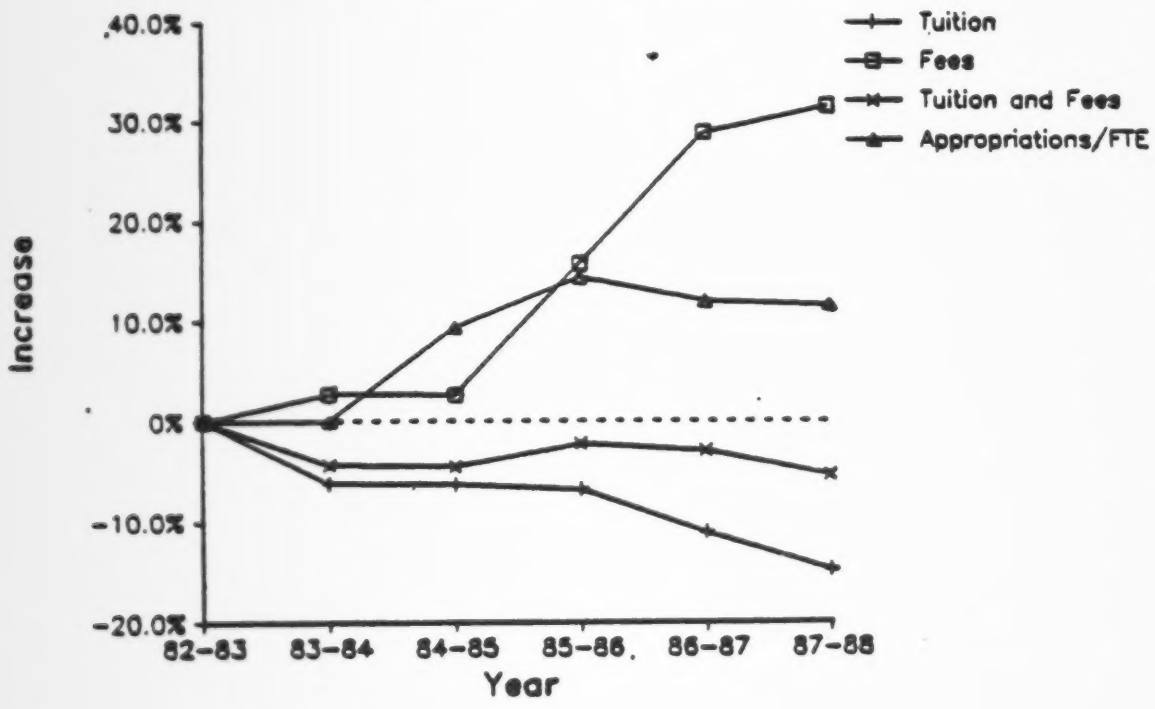
# Figure 1


Increases in Tuition and Fees
Massachusetts Public Universities and Colleges
Tuition
Fees
Per Capita Income
H.E.P.I.
C.P.I.
80.0%
70.0%
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0%
Increase
82-83
83-84
84-85
85-86
86-87
87-88
Year

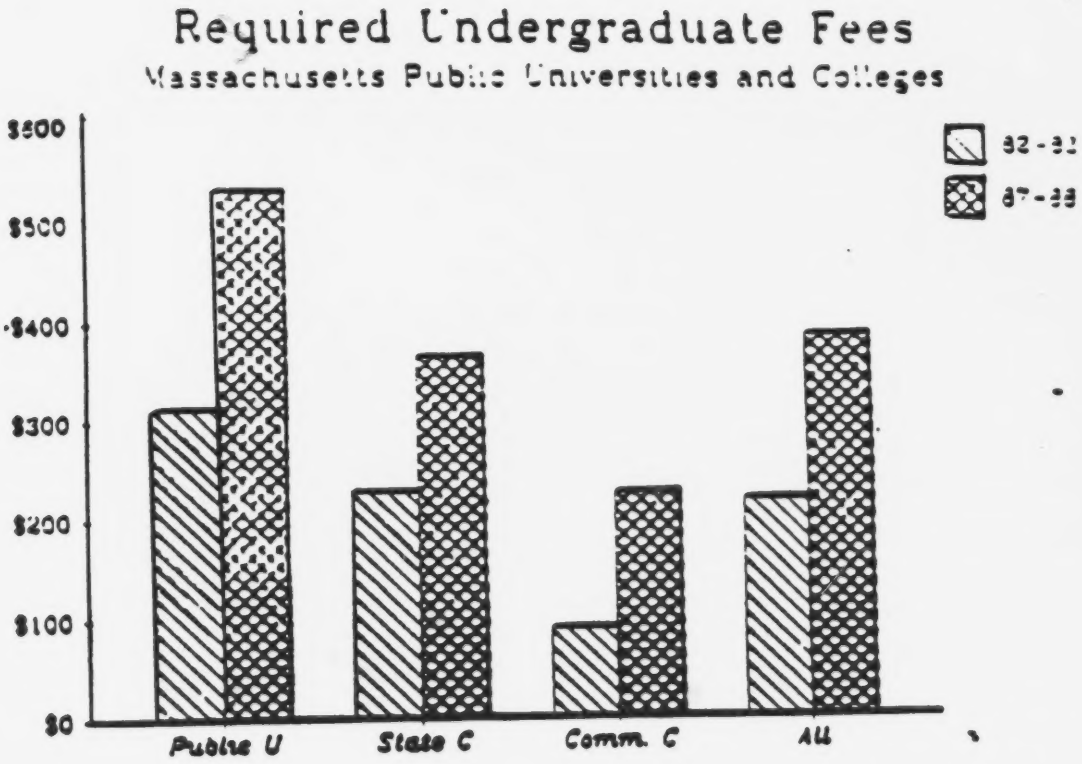
# Figure 2

## Adjusted Tuition, Fees and Appropriations

### Massachusetts Public Universities and Colleges



# Figure 3


Required Undergraduate Fees
Massachusetts Public Universities and Colleges
$600
$500
$400
$300
$200
$100
$0
Public U
State C
Comm. C
All

b. The University has the largest percentage of fees to tuition (49.7%) followed by the state colleges (39.1%), the community colleges (32.2%) and the regional universities (28.3%).

c. By institution, Amherst's rate of 57.3% is the highest,[10] while Roxbury has the lowest percentage (19.1%) Most of the the colleges have percentages in the 30's.

The fact that fees in absolute dollars and as a percentage of tuition shows such significant variation indicates that the Regents' recommended policy of 30% of tuition is clearly not being followed.[11] Increasing fees may be seen as a means of raising revenues to support those activities that should be supported from state appropriations and/or tuition.

The need for a fee policy is clearly evident but the fee structure is complex and the importance of local initiative under the stewardship of individual boards of trustees in establishing fees needs to be maintained. Nevertheless, no tuition policy can work if the body responsible for establishing that statewide policy is prevented from playing

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10. The University of Massachusetts at Amherst fees include a special capital and health insurance charge. If these were eliminated, the average fee would decline from $389 to $314 or 32% of tuition.

11. Tuition Policy, p.7

a role in establishing and adjusting campus-based fees. Accordingly, the following is recommended.

**Recommendation #1.** **The goal for campus-based fees should be 30% of tuition. Certain fees supporting student life activities initiated and/or approved by student associations or governments should not be included in this calculation. A Task Force on Student Fees should be charged with recommending to the Regents those fees that should be included within the 30% calculation. The Task Force should include student membership.**

**Recommendation #2.** **Every college should be given an opportunity to adjust its fee structure to the 30% cap. The exact adjustment period should be determined by the Chancellor in consultation with individual campuses. If the Chancellor deems it necessary or appropriate, he may recommend to the Regents an exception to the 30% guideline for an individual campus.**

**Recommendation #3.** **Annually, the campus should provide the Regents with a report on fees by category.**

**Recommendation #4.** **These procedures shall be evaluated within eighteen (18) months. If the Chancellor believes, as a result of this evaluation, that the voluntary nature of**

this procedure is not meeting the desired objective, he shall recommend changes to the Board of Regents seeking statutory authority as necessary.

It should be noted that by FY'93, the combination of retained tuition and fees would provide the colleges with approximately $95 million in revenues above state appropriations.

## VI. Policy Evaluation

Since many of the initiatives that will be undertaken as a result of these policies are new and significant departures from current practices, we believe that it is important that the tuition policy be evaluated in some detail.

Recommendation #1. Within eighteen months, the Chancellor should formally evaluate the effectiveness of the tuition policy, especially addressing the underlying principles upon which the policy is based. The result of the evaluation and recommendations, if appropriate, shall be presented to the Regents. In consultation with the College Presidents/ Chancellors, the Chancellor should appoint an Evaluation Team to monitor the tuition policy and to undertake the formal evaluation. The Team should seek the assistance of nationally recognized professionals in finance and financial aid. The Team should include student membership. If appropriate, the Team may assume the responsibilities of the Task Force on Student Fees.

## VII. Summary and Conclusions

This paper has recommended several modifications to the Regents' current tuition policy. The recommendations would tie more directly undergraduate and graduate tuition to the cost of education; and provide for increases based upon changes in educational cost. Further, the recommendations define a methodology by which the colleges would retain a significant portion of tuition revenues. Finally, it is recommended that the Regents be given the legislative authority to establish a policy regarding fees.

As we look toward the 1990's, higher education as well as other agencies of state government will need to be more creative in seeking new revenue sources, given the limit on the rate of growth of state revenues. Revenues retained from tuition may be the only source of new funds that will be available for public college and university growth.

While this paper calls for significant increases in tuition, it also recommends a number of mechanisms that would insure that students in need will be protected. Critical to this policy is that a safety net is provided for those students who cannot afford to pay the costs of their education. The policy recommended by the Task Force on Student Financial

Aid, which the Regents adopted in February, would seek to ensure that the neediest students are held harmless from future tuition increases. The new financial aid policy would provide the neediest Massachusetts residents with a general scholarship award at least equal to 100% of their tuition and mandatory fee charges. This means that any future increases in public sector tuition and fees should be matched by increases in the maximum award, so that over time, needy students would not face an increase in the net price of tuition and fees minus aid. It is also recommended that the Regents' Waiver Program be continued and expanded in order to assist the students who do not qualify under the financial aid program. In addition, the colleges could use a portion of the retained revenues to support campuses and financial aid.

ATTACHMENT A

# THE COMMONWEALTH OF MASSACHUSETTS
## BOARD OF REGENTS OF HIGHER EDUCATION

# *Tuition Policy*

Revised December 1984

John B. Duff, Chancellor

MASSACHUSETTS BOARD OF REGENTS
OF HIGHER EDUCATION

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# TUITION POLICY

The Board of Regents is required by its enabling legislation to "develop a rational and equitable statewide tuition plan for all institutions of public higher education in the commonwealth, which plan shall take into account by type of institution the per student maintenance costs, total mandated costs per student and the need to maximize student access to higher education regardless of a student's financial circumstances." Such a policy is an essential element of the Regent's commitment to providing high quality, accessible programs responsive to the needs and resources of the Commonwealth and its people. The guidelines established in the legislation--that tuition be related to educational costs, that it be calculated by type of institution, and that it promote equity and access for all students--offer a scaffolding for the erection of a sound structure of charges for Massachusetts public higher education.

Tuition is only one, and not always the largest, of the expenses borne by students attending public colleges and universities. Even the "total mandated costs" cited in the Enabling Act are not fully under the Regents' control: Campus administrations set required as well as optional fees. Moreover, because tuition revenues go to the General Fund, tuition levels necessarily reflect an accommodation with the Commonwealth rather than a direct funding and management tool for public higher education. Rational tuition policy requires, however, that the essential relationship between tuition and state expenditures be maintained, and that tuition increases therefore be linked to equitable public funding commitments to higher education.

The Board of Regents believes that public higher education's tuition policy should be grounded in its mission: service to the Commonwealth through programs of excellence for all qualified students. This purpose implies a system open and attractive to citizens of every socioeconomic background. We do not support general tuition standards based on student or parental income; rather, all students should be expected to assume a fair share of the cost of their education insofar as they are financially able to do so. The Board can accept no policy that limits the ability of our colleges and universities to serve a diverse student body, or that depreciates the state's vital stake in the education of its people.

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Adopted by the Massachusetts Board of Regents of Higher Education March 13, 1984; amended December 10, 1984.

1. Access

The Commonwealth supports its public colleges and universities in the belief that it is the interest and duty of the state to provide its citizens access to higher education in a wide range of fields. Access implies not merely the existence of programs, but also that these programs are open to qualified residents without regard to financial means. Financial aid and tuition waivers can assure accessibility, if colleges and universities, and the Board of Regents, effectively publicize their availability.

Beyond the state's assumption of a large share of the cost of public higher education, access to the system is assured by a variety of financial aid programs. Federal programs, though declining in amount and in utilization, remain the largest and most generally available sources of aid, providing some $100 million annually to Massachusetts public-sector students. The Commonwealth's General Scholarship program distributed $3.34 million to 12,000 students in the public system in FY 1983. An 80% increase in funding for 1984 will allow a 1/3 increase in the number of scholarships; awards will be larger, and more closely related to prevailing tuition levels in the system.

In addition, the Regents' Tuition Waiver Program directly relieves the burden of tuition for the Commonwealth's neediest students. Under this plan, 14,000 public-sector students received full or partial waivers amounting to over $6 million in 1983-84. Waivers are allotted in proportion to campus tuition revenue and number of eligible applicants, the community colleges being assigned the largest percentage share. Implemented in 1981, this approach proved its effectiveness as a response to that year's tuition increase. The practice of basing total waiver allocations on the previous year's tuition revenues assures adequate funding under normal conditions; the Regents are aware that immediate response to an extraordinary tuition increase may require allocation according to projected figures.

Financial aid programs, however generous, can assure access to higher education only if the public is aware of their availability. Vigorous efforts must be made on individual campuses and by the Board of Regents to promote this awareness, particularly among those potential students most in need of financial aid.

2. Equity

The rationale for charging tuition in public higher education is equity--the belief that individuals who derive personal benefit from a service should assume their fair share of its cost. The availability of higher education programs serves a public purpose, and educated people are an asset to

the Commonwealth; therefore public higher education is basically supported by state appropriations. Because higher education enriches its graduates as well, most states, including Massachusetts, also require a student contribution in the form of tuition.

Ideally, tuition levels should apportion the cost of education according to a calculation of the distribution of its benefits between the student and the Commonwealth. Unfortunately, no such calculation is possible. The Carnegie Commission on Higher Education's assignment of a maximum of one third of the benefits and costs of public undergraduate education to the student, and two thirds to the state, has become the most widely accepted division nationally.

The Regents believe that a student share of the cost of education no greater than 33% best balances the central concerns of equity and access. We do not suggest that tuition should actually rise to 33% across the system, but we believe that capping the student share of cost of education at this percentage is important for two reasons:

a. A ceiling is a vital necessity since it prevents increasing pressure at some future date for substantially increasing the student share of cost in the event of dramatic decreases in state appropriations.

b. A 33% maximum student share allows the Board sufficient flexibility to consider the differences between segments in establishing tuition.

It must be emphasized that the 33% level is a ceiling, not a floor. Whether for a given segment the students' shares should be established at any particular level must depend upon the Regents consideration and deliberation over the following unranked factors:

a. The mission of the educational segment;

b. The availability of financial aid;

c. Other vital considerations which might dictate a lesser or greater percentage;

d. The amount of public funding appropriated;

e. The higher education needs of the Commonwealth;

f. Actual prevailing cost within Massachusetts public higher education;

g. Students' ability to pay.

Any of these factors might dictate a greater or lesser percentage up to the maximum of 33%. In considering the students' ability to pay, it is recommended that the Regents take into consideration an income index such as personal income or disposable income. Unlike price indices, income indices are directly related to the average Massachusetts resident's ability to pay. Moreover, they are based on available figures for the Commonwealth of Massachusetts rather than on national data or metropolitan data, which are used for computing price indices.

We do not believe that it is helpful to compare our tuition charges with those of out-of-state institutions. Unless differences in program array, per student expenditures and fee structure are taken into account, such comparisons are likely to mislead. The distinctive educational and service missions of public colleges and universities likewise should serve as a caution to tuition comparisons between the public and independent sectors.

The Regents recognize that determination of the precise division of higher education costs between students and the public--that is, the level of tuition in relation to appropriated funds--is inherently tied to the economic resources of the Commonwealth. The vital contribution of higher education to the general welfare and the overriding goal of open access require, however, that tuition never be increased except in the interest of educational quality.

3. Cost of Education

The cost which students will be expected to share should be based on a percentage of appropriated state funds supporting regular educational programs. This "cost of education" includes: instruction; academic support services; institutional support services; student services; and plant maintenance. Land-grant programs of the University of Massachusetts, which include research and extension services, should be excluded from these calculations.

This definition of cost of education conforms both to the language of the enabling legislation and to present budgetary practices. It accords with informal Massachusetts tradition as well as established national trends, and provides a consistent, broadly accepted basis for equitable allocation of current educational costs.

The unit cost of education shall be the total cost of education, as defined above, divided by the number of state-supported full-time equivalent students. The tuition for each year shall reflect the previous year's costs. At present, FTE students are defined as equivalent to 15 credit hours for undergraduate programs and 12 credit hours for graduate programs. This equivalency is the subject of some disagreement and requires further study.

4. Tuition by Type of College or University

The Enabling Act provides, and fairness requires, that tuitions be established "by type of institution." Because per-student cost of education varies widely among types, tuition will remain lower in the community colleges than in four-year institutions, and in the colleges than in the universities. At the same time, students throughout the system will assume an equal share of the costs of their educations. Adequate public funding and a rational resource allocation process are the surest guarantees of equity for all our students.

The Regents' Long Range Plan differentiates the mission of the University of Massachusetts from that of the regional universities. Because costs at UMass, with its broad research orientation, differ greatly from those of the other universities, its per-student costs and tuition should be calculated separately. Tuitions at the University of Lowell and SMU should be calculated together.

The Massachusetts College of Art, Massachusetts Maritime Academy, and the Medical School, which offer specialized professional programs, have historically received individual consideration in the funding process. Their costs should not be included in segmental calculations, nor should their tuitions necessarily reflect program cost. This does not imply that the present relative levels of tuitions are inappropriate: the College of Art, for example, fulfills some of the same functions as the state colleges, though on a statewide basis.

5. Program Differentials

Establishment of individual tuition levels for each academic program would be inequitable as well as impracticable. Except in a few cases of clear institutional differentiation (e.g., the Medical School), there is no adequate means of apportioning either program costs or student enrollments among programs. The character of colleges and universities, and the opportunities they provide, are shaped by the breadth of their academic offerings as well as the strength of individual programs.

Moreover, considerations of equity and of public policy would require that different student shares of costs be determined for each program, depending upon how its benefits were likely to be distributed. For example, nursing is an expensive program preparing graduates for valuable public service--but not for high-paying positions: to charge tuition on a program-cost basis would discourage students from entering the field. Differential tuition by program also has disturbing implications for equality of access to higher education, especially in view of the complexities it could create for financial aid administration.

Tuition differentials between lower-division and upper-division undergraduate study are similarly inadvisable, for many of the same reasons.

6. Graduate Tuition

Tuition for students matriculated in graduate programs are to be set according to unit cost of education as described above. Because fewer credit hours constitute full-time enrollment at the graduate level, graduate tuition per credit will be proportionately higher than undergraduate tuition. The Regents may be prepared to consider higher tuitions for certain discrete professional programs, but only if full access can be assured for qualified Massachusetts residents regardless of financial circumstances. In no case shall such tuition for degree programs exceed the established per-student cost of the program.

It is the policy of the Board of Regents to encourage considerable institutional flexibility in tuition waiver and financial aid policy for graduate programs of particular importance to the overall strength of our universities as research institutions.

7. Part-Time Students

Tuition for part-time students shall be determined by pro-rating, according to the number of credits taken, the established full-time tuition for the appropriate segment, level, and program.

8. Out-of-State Students

Tuition for out-of-state students in Massachusetts public higher education is set at 95% of the instructional cost of education. This formula may be modified by the Regents; but the same general considerations governing resident tuition shall be applied to determine out-of-state charges. Resident aliens who meet the standards for Massachusetts residency, and students similarly regarded by federal law, shall pay in-state tuition.

Many of the Commonwealth's most valued and productive citizens have been immigrants attracted here by higher education opportunities. Foreign students shall be charged the same rates as other out-of-state students, although institutions may adjust their schedule of payments within the fiscal year to facilitate remittances. No foreign student shall be assessed fees beyond those charged to other out-of-state students, except insofar as these represent actual costs of enrolling such students.

9. Stability

A significant aspect of accessibility in higher education is the stability and predictability of student costs. Unless students know roughly what their expenses will be over the course of a program, they cannot make financial plans for college or graduate school. Moreover, public perception that tuitions are rising rapidly could discourage some potential applicants. It is, therefore, the policy of the Board of Regents that they will not raise tuition for any class of students by more than 15% (in current dollars) over the previous year's level.

10. Continuing Education

Continuing education courses at Massachusetts public colleges and universities, including all graduate courses in the state colleges, are not at present supported by appropriated funds. The Commonwealth is one of only two states that do not fund evening or graduate degree-credit courses. In view of our commitment to lifelong education, our particular concerns for older and working students, and the increasing component of demand for higher education represented by these groups, the status of Continuing Education urgently requires further and detailed study.

We recommend that the Chancellor appoint an Advisory Task Force to review the future of Continuing Education, particularly graduate education. The study should be undertaken in the light of our belief that all degree programs offered in public higher education should conform to systemwide standards of access and quality. It should carefully assess both the financial and the educational effect of supporting by state appropriations all courses leading toward degrees.

11. Required Fees

Across-the-board fees are as much a part of mandated costs as tuition. Though the Board of Regents does not establish individual fees, it believes that required fees must be taken into account in any realistic tuition and financial aid policy. The Regents recognize that some variation in fees is justified, but they will work with the colleges and universities to promote consistency, especially among comparable institutions. As a general guideline, the Regents believe that across-the-board fees on any campus should not exceed 30% of tuition.

12. Retained Tuition

At present, retained tuition charges (limited to 15% of base tuition) may be instituted by campuses only on a trial basis with the approval of the Regents, and with provisions to monitor their impact on access and quality. In particular, every effort should be made to assure by waiver or scholarship aid that full access to all programs is preserved. The Regents believe, however, that a general policy under which tuition payments are retained by the campuses merits serious consideration. At the very least, such a policy would promote equity by assuring students that tuition monies support educational programs at their own institutions. It might also contribute to effective, imaginative administration of our campuses.

So fundamental a change, requiring governmental action, requires the most careful study and consideration. The Board of Regents recommends to the Chancellor that he pursue this matter through existing consultative bodies as well as appropriate informal consultation, and that he present to the Board the results of his review.

## POLICY RECOMMENDATIONS

a. The Board of Regents, and Massachusetts public colleges and universities, are committed to maintaining access to all programs regardless of students' financial circumstances. Tuition waiver and financial aid programs should be responsive and commensurate to actual total student expenses, including campus-retained tuition and fees.

b. The vital contribution of higher education to the general welfare and the overriding goal of open access require that tuition charges be increased only in the interest of educational quality. Considerations of equity and quality require that tuition increases be linked to public funding commitments.

c. Tuition should be based on a percentage of appropriated state funds supporting regular educational programs and should be established by type of college or university within the public higher education system, as provided in the Enabling Act. "Cost of education" should include: instruction; academic support services; institutional support services; student services; and plant maintenance.

d. The student cost share should not exceed 33%. This does not mean that tuition should actually rise to 33% across the system. Placing a ceiling at this percentage on the student share of the cost of education permits the Board sufficient flexibility in considering differences between segments and forestalls pressure at some future date to substantially increase the student share of educational cost. Whether student shares should be established at any particular level must depend upon the Regents' consideration and deliberation over the following unranked factors:

1. The mission of the educational segment;
2. The availability of financial aid;
3. The amount of public funding appropriated;
4. The higher education needs of the Commonwealth;
5. Actual prevailing cost within Massachusetts public higher education;
6. Students' ability to pay;
7. Other vital considerations which might dictate a lesser or greater percentage;

e. Tuitions should be established by type of institution: the University of Massachusetts; regional universities (Lowell and SMU); state colleges; and community colleges. Tuitions at the specialized professional schools (College of Art, Maritime Academy, Medical School) may be set according to specific program needs.

f. Within types of institutions there should be no differentiation of tuition charges by program at the undergraduate level. Based on the needs of the Commonwealth and individual institutional circumstances, the Regents may be prepared to consider tuition differentials in graduate programs. Budgetary and tuition policy should promote equity in funding and tuition levels between types of colleges and universities as well as among institutions of similar type.

g. Graduate tuition should be differentiated by use of a different credit-hour base. Part-time tuition should be pro-rated according to full-time tuition.

h. Those who undertake a course of study in the public higher education system should be assured some predictability and stability of costs; accordingly, tuition charges should not increase by more than 15% in any one year. As with student cost shares, we wish to emphasize that this is a ceiling, and that year-to-year increases (if any) should be determined in consideration of the various factors mentioned above.

i. Across-the-board mandated fees are an expense to students, and must be considered in tuition policy and financial aid programs. The Regents will work with the colleges and universities to promote consistent, reasonable mandated fee levels.

j. The credit-hour base to be used in determining full-time equivalancy (FTE), on the undergraduate and graduate levels, is an integral element of tuition policy. The Chancellor should study this issue and recommend an appropriate resolution.

k. The Chancellor should appoint an Advisory Task Force to review the future of Continuing Education, particularly graduate education. The study, to be undertaken in the light of our belief that all degree programs offered in public higher education should conform to systemwide standards of access and quality, should assess the financial and educational impact of state support for all such courses.

l. The Board of Regents believes that a general policy under which tuition payments are retained by the campuses merits serious consideration. Such a policy could promote equity and might foster effective, imaginative administration of our campuses. The Regents recommend to the Chancellor that he give this complex matter the most careful study and consideration, and that he present to the Board the results of his review.

ATTACHMENT B

# TUITION POLICIES IN OTHER STATES

## Proportional Cost Pricing-Cost of Instruction/Education

| | |
|---|---|
| Arizona | Tuition is set at 20% of the cost of education. The Board of Regents plans to increase the rate over the next three fiscal years to 22.5% of the prevailing cost of education. Institutions retain up to 25% of the tuition. The balance is used as an offset against state appropriations. No direct link to financial aid programs. |
| Illinois | The Board of Higher Education has set tuition at approximately 33% of the cost of education. The Board makes annual recommendations on acceptable percentage increases. Recommendations for tuition rate increases are based on changes in economic indicators such as the Higher Education Price Index. Actual tuition rates are set by university governing boards. Public university tuition revenue is deposited in University Income Fund account and they are appropriated during the annual budget process. Excess funds are retained in the accounts and are available for appropriation during subsequent periods. The agency also recommends to the Illinois State Scholarship Commission increases in aid needed to match changes in tuition increases for eligible undergraduate students. |
| Missouri | Missouri's coordinating agency recommends guidelines for the institutions in setting tuition rates, but each institutional board sets its own rates. The University of Missouri sets tuition at 33% of cost, the baccalaureate institutions at 26%, and the community colleges at 20%. |
| New Jersey | The Board of Higher Education sets undergraduate tuition levels for New Jersey students at approximately 30% of average educational costs per student; undergraduate |

tuition levels for non-residents of New Jersey at approximately 45% of average educational costs per student; and, graduate tuition levels for all students should be set at approximately 45% of average educational costs per student. With respect to financial aid, the Board had recommended but not implemented that one-half of all new revenues derived from any increases in tuition at senior public institutions participating in the Tuition Aid Grant program should be directed toward the expansion of the Tuition Aid Grant program. All public institutions retain tuition. Further, under new regulations, the Board of Higher Education allows the state college boards of trustees to establish undergraduate tuition rates within the Board of Higher Education's 30% guideline, permitting differential tuition within and among the colleges.

Virginia

Under guidelines developed by the State Council of Higher Education students attending senior institutions pay 25% of the cost of education, out of state students are required to pay 75%. At the community colleges, tuition is indexed to 20% of the cost and out of state students pay 100%. Colleges do not retain tuition. No direct link to financial aid.

Washington

Under authority of the governing boards and the Higher Education Coordinating Board, tuition rates at all Washington public institutions are indexed to the cost of education. Specifically, 33% of cost at the University Washington and Washington State University; 25% of cost at the regional universities; and 23% at Washington community colleges. All revenues are deposited in the State's General Fund as general revenue. There is no direct link to financial aid.

## Residual Pricing

| | |
|---|---|
| Connecticut | The Board of Governors' tuition policy requires that the tuition fund expenditure authority for the budget year be set at a minimum of 20% of the prior two years actual general and tuition fund expenditures. Public institutions have the authority to retain tuition. Furthermore, the tuition policy is linked to financial aid. Student financial aid for FY 1989 is budgeted at 14% of the FY 1988 authorized tuition fund level. In accordance with the policy, this percentage will go up to 15% by 1990. |
| Georgia | Board of Regents recently adopted a policy requiring that student tuition and fee income for the University System of Georgia should account for twenty-five percent (25%) of the instruction budget. Tuition and fees should be increased fifteen percent (15%) annually until the twenty-five percent (25%) target is achieved. Institutions retain all tuition. No direct link to financial aid. |
| Maryland | For the four-year public colleges, the State contribution for instruction and instruction-related costs as defined by the State Board for Higher Education budget guidelines is set at seventy percent. Tuition must make up 30% of college revenues. Resident tuition at the community colleges should be less than tuition at the four-year colleges and universities. In 1986, community college tuition was $400 less than four-year college average tuition. Colleges retain tuition. No direct link to financial aid. |
| Minnesota | The Higher Education Coordinating Board policy specifies the percentage of total system instructional expenditures that will be funded by the state. The portion not funded by the state is expected to be funded by students through tuition revenue. The Community |

College System, State University System and the University of Minnesota receive state appropriations for instruction that are equal to 67 percent of their estimated total instructional expenditures, leaving 33 percent to be funded by tuition revenue. The Minnesota Technical Institutes receive state appropriations for instruction that are equal to 74 percent of their estimated total instructional expenditures, leaving 26 percent to be funded by tuition revenue. Minnesota's public postsecondary systems are allowed to retain tuition revenue. With respect to financial aid, as tuition rates increase, students' state awards also increase. If all other circumstances remain the same, needy students in public institutions have 50 percent of their tuition increase offset by an increase in state financial aid.

Tennessee

The Tennessee Higher Education Commission's 1987-88 fee indexing policy specifies that student fees be set at a level equal to 30-32% of state appropriations for universities and 24-26% for two-year institutions. The funding formula generates expenditure requirements for each institution. The colleges' tuitions in revenue is estimated and the balance needed for the budget is made up with state appropriations.

Externally Indexed Pricing, Peer Pricing and Other Methods

| | |
|---|---|
| Arkansas | The enabling legislation of the State Board of Higher Education directs the Board "to establish the level of student fees for funding purposes for both in-state and out-of-state students for all public institutions of higher learning in the State." The same legislation directs the Board to establish fee levels after studying the fee structures in other states "with similar institutions." Tuition policy is linked to financial aid in the State Board's funding formula. In recent years, funding for scholarships and fellowships has been set at 7% of estimated institutional income from student tuition and fees. |
| Hawaii | Board of Regents establishes annual tuition rates based upon the following considerations: Access, availability of financial aid, cost of education and per institute. Institutions do not retain tuition revenue. No direct link to financial aid. |
| Kentucky | The Council on Higher Education sets the tuition for all students enrolled in each public institution of higher education and professional school in Kentucky. The following tuition setting principles are used: Maintain tuition levels for Kentucky residents as a reasonable percentage of per capita personal income (PCPI) in order to provide economic access to higher education; use appropriate benchmarks as points of reference for determining tuition; and effect equitable and planned movement of present tuition charges toward the objective of a reasonable percentage of Kentucky PCPI. Institutions retain tuition. No direct link to financial aid. Current tuition percentages are 4.5% of PCPI for students at community college; 8% at Masters granting institutions and 10.5% at Doctoral degree granting institutions. |
| Rhode Island | The Board of Governors' tuition policy reflects the concept of maximum access to educational opportunities. The policy requires that public institutions should maintain a policy of sufficiently low tuition so that no student, after receiving whatever federal and state support he or she may be eligible for, is unable to attend a public |

| | |
|---|---|
| | institution by virtue of inadequate finances; tuition charges should be differentiated among the public institutions according to institutional objectives; and tuition charges for nonresident students should move toward full cost of education per student. However, those charges should be reasonable enough to sustain the geographic and cultural diversity of students in attendance. Public institutions retain all tuition revenues. In addition, student "need- based" financial aid increases at a minimum of the undergraduate in-state tuition increases. |
| TEXAS | Minimum tuition for resident students at a general academic teaching institution is legislation set. Public senior level institutions and the Texas State Technical Institutes are required to commit 15% of the tuition collected from state residents and 3% of the tuition collected from non-residents to the Texas Public Educational Grant Program for making need-based financial aid awards to students enrolled at the institution. Public junior colleges are required to commit 25 cents from the tuition collected for each semester credit hour from resident students and $1.50 per semester credit hour from non-residents. |
| West Virginia | Board sets tuition based on need for available resources but uses the Southern Regional Education Board (SREB) calculation of the median tuitions of the member states as a guide. |

RESEARCH & INFORMATION SYSTEMS
BOARD OF REGENTS OF HIGHER EDUCATION

Attachment C

FALL 1987 STATE SUPPORTED (DAY SCHOOL) ENROLLMENT
(LATE STARTING INCLUDED)

| COLLEGES | UNDERGRAD HEADCOUNT a. | UNDERGRAD FTE a. | GRAD HEADCOUNT | GRAD FTE | TOTAL HEADCOUNT | TOTAL FTE |
|---|---|---|---|---|---|---|
| UMASS BOSTON | 11,481 | 9,277.0 | 1,973 | 964.0 | 13,454 | 10,241.0 |
| UMASS AMHERST | 19,883 | 19,814.0 | 6,833 | 3,917.0 | 26,696 | 23,731.0 |
| U. OF LOWELL | 8,216 | 7,632.0 | 2,987 | 1,566.0 | 11,203 | 9,198.0 |
| SPU | 6,988 | 6,837.0 | 190 | 111.0 | 6,178 | 6,948.0 |
| UNIVERSITY | 46,478 | 40,962.0 | 11,983 | 6,558.0 | 57,461 | 47,512.0 |
| BRIDGEWATER | 6,368 | 6,008.0 | 160 | 133.0 | 6,528 | 6,141.0 |
| FITCHBURG | 3,778 | 3,499.8 | 0 | 0.0 | 3,778 | 3,499.8 |
| FRAMINGHAM | 3,396 | 3,278.0 | 21 | 24.0 | 3,417 | 3,302.0 |
| MASS ART | 1,114 | 1,062.3 | 0 | 0.0 | 1,114 | 1,062.3 |
| MASS MARITIME | 613 | 728.0 | 0 | 0.0 | 613 | 728.0 |
| NO. ADAMS | 2,229 | 2,156.4 | 0 | 0.0 | 2,229 | 2,156.4 |
| SALEM | 6,399 | 6,346.4 | 0 | 0.0 | 6,399 | 6,346.4 |
| WESTFIELD | 3,043 | 2,948.0 | 0 | 0.0 | 3,043 | 2,948.0 |
| WORCESTER | 3,823 | 3,287.0 | 0 | 0.0 | 3,823 | 3,287.0 |
| STATE COLLEGE | 28,760 | 27,294 | 181 | 157 | 28,941 | 27,450.9 |
| BERKSHIRE | 2,128 | 1,471.0 | 0 | 0.0 | 2,128 | 1,471.0 |
| BRISTOL | 2,668 | 2,242.4 | 0 | 0.0 | 2,668 | 2,242.4 |
| DANVER HILL | 3,652 | 2,862.0 | 0 | 0.0 | 3,652 | 2,862.0 |
| CAPE COD | 1,989 | 1,829.0 | 0 | 0.0 | 1,989 | 1,829.0 |
| GREENFIELD | 1,582 | 1,082.0 | 0 | 0.0 | 1,582 | 1,082.0 |
| HOLYOKE | 3,362 | 2,423.0 | 0 | 0.0 | 3,362 | 2,423.0 |
| MASS BAY | 3,228 | 2,696.0 | 0 | 0.0 | 3,228 | 2,696.0 |
| MASSASOIT | 4,063 | 3,378.7 | 0 | 0.0 | 4,063 | 3,378.7 |
| MIDDLESEX | 2,626 | 2,416.0 | 0 | 0.0 | 2,626 | 2,416.0 |
| MT. WACHUSETT | 1,883 | 1,381.0 | 0 | 0.0 | 1,883 | 1,381.0 |
| NO. SHORE | 3,338 | 2,429.8 | 0 | 0.0 | 3,338 | 2,429.8 |
| NORTH. ESSEX | 4,299 | 3,328.0 | 0 | 0.0 | 4,299 | 3,328.0 |
| QUINSIG. | 2,414 | 1,798.0 | 0 | 0.0 | 2,414 | 1,798.0 |
| ROXBURY/BOS BUS | 1,836 | 1,269.0 | 0 | 0.0 | 1,836 | 1,269.0 |
| SPRINGFIELD | 3,801 | 2,841.2 | 0 | 0.0 | 3,801 | 2,841.2 |
| COMMUNITY COLLEGE | 42,683 | 33,204.8 | 0 | 0.0 | 42,683 | 33,204.8 |
| TOTAL | 117,091 | 101,460.7 | 12,164 | 6,707.0 | 129,255 | 108,167.7 |

a. LATE STARTING/OFF-TERM ENROLLMENT FIGURES WERE ROLLED INTO THE UNDERGRADUATE CATEGORIES.

SOURCE: FALL 1987 EARLY ENROLLMENT REPORT: TABLES 3 & 4
OFFICE OF RESEARCH AND INFORMATION SYSTEMS
MASSACHUSETTS BOARD OF REGENTS OF HIGHER EDUCATION

PREPARED BY: JOHN VASILY LOTUS FILE NAME: DAY87.



85

TUITION WAIVER PROGRAM ATTACHMENT D

## INTRODUCTION

The Tuition Waiver policy adopted by the Board of Regents of Higher Education on April 24, 1981 is aimed at helping "to ensure that students most in need receive the most assistance in counteracting the necessary tuition increases." While a detailed analysis has not yet been completed this policy appears to be consistent with the recommendation of the Carnegie Commission of Higher Education that identifies the issue of access as a major factor that must be taken into consideration in establishing tuition levels for public higher education.

The Commission concluded that: "We are opposed to any increase in tuition at public institutions except as such increases are offset by the availability of adequate student aid for lower income students."

The present tuition waiver policy is also supported by a policy recommendation made by the Colorado Commission on Higher Education, stipulating that "student aid must maintain a constant relationship to total tuition revenue."

## Tuition Waiver Policy

The Regents have broadened the system's tuition waiver policy to counteract pending cuts in federal aid and to compensate for necessary adjustments in tuition. This new policy is as follows:

- Community colleges may waive tuition equal to 8 percent of their tuition revenue from resident, undergraduate students.
- State colleges and universities may waive tuition equal to 4 percent of their tuition revenue from resident undergraduate students.
- To accommodate different needs at the colleges and universities, the Regents will waive tuition for an additional 2 percent of total revenue from resident, undergraduate students.

## Tuition Waiver Reduction Guidelines
## Adopted April 24, 2981

The following guidelines were intended to provide the local Boards of Trustees with maximum flexibility in implementing the tuition waiver policy adopted by the Board of Regents of Higher Education on April 24. These guidelines help to ensure that students most in need receive the most assistance in counteracting the necessary tuition increases and pending cuts in federal aid.

1. To be eligible for tuition waiver reductions, a student must:

   a. be enrolled as an undergraduate student in courses for which the tuition revenues revert to the Commonwealth

   b. be a U.S. citizen or eligible non-citizen as defined by the federal guidelines for financial aid eligibility

   c. be a legal resident of the Commonwealth

   d. have applied for the PELL (Basic Educational Opportunity) grant

   e. demonstrate financial need as defined by federal financial aid guidelines

2. Each local Board of Trustees shall adopt implementation procedures within these guidelines and inform the Board of Regents of Higher Education of these procedures.

3. Summary statistics of the awards shall be reported annually by each institution to the Board of Regents of Higher Education.

4. Current graduate and medical school student waiver policies remain unaffected.

ESTIMATED FY 88 REGENTS' TUITION WAIVERS

ATTACHMENT E

| CAMPUS | FY 88 ESTIMATED TUITION REVENUE | REGENTS' WAIVERS | TALENT PROG. 1% | EMERGENCY POOL = 4% | FY 88 TOTAL | FY 87 TOTAL | DIFFERENCE |
|---|---|---|---|---|---|---|---|
| BRIDGEWATER | 4,838,102 | 241,905 | 48,381 | | 290,286 | 262,193 | 28,093 |
| FITCHBURG | 3,020,000 | 151,000 | 30,200 | | 181,200 | 194,086 | (12,886) |
| FRAMINGHAM | 2,740,000 | 137,000 | 27,400 | | 164,400 | 166,987 | (2,587) |
| NORTH ADAMS | 1,800,000 | 90,000 | 18,000 | | 108,000 | 117,924 | (9,924) |
| SALEM | 4,051,906 | 202,595 | 40,519 | | 243,114 | 266,292 | (23,178) |
| WESTFIELD | 2,440,000 | 122,000 | 24,400 | | 146,400 | 137,650 | 8,750 |
| WORCESTER | 3,156,180 | 157,809 | 31,562 | | 189,371 | 180,552 | 8,819 |
| MASS C. OF ART | 1,187,585 | 59,379 | 11,876 | | 71,255 | 59,752 | 11,503 |
| MASS MARITIME | 840,948 | 42,047 | 8,409 | | 50,457 | 52,600 | (2,143) |
| SUB TOTAL : ST. COLLEGES | 24,074,721 | 1,203,736 | 240,747 | | 1,444,483 | 1,438,036 | 6,447 |
| U. LOWELL | 9,401,800 | 470,090 | 94,018 | | 564,108 | 543,612 | 20,496 |
| S.M.U. | 5,432,610 | 271,631 | 54,326 | | 325,957 | 321,513 | 4,444 |
| UMASS-AMHERST | 30,572,534 | 1,528,627 | 305,725 | | 1,834,352 | 1,897,766 | (63,414) |
| UMASS-MED | | | 0 | | | | |
| UMASS-BOSTON | 9,927,100 | 496,355 | 99,271 | | 595,626 | 577,230 | 18,396 |
| SUB TOTAL : UNIVERSITIES | 55,334,044 | 2,766,702 | 553,340 | | 3,320,043 | 3,340,121 | (20,078) |
| BERKSHIRE | 935,000 | 84,150 | 9,350 | | 93,500 | 96,839 | (3,339) |
| BRISTOL | 1,593,384 | 143,405 | 15,934 | | 159,338 | 159,338 | 0 |
| CAPE COD | 965,000 | 86,850 | 9,650 | | 96,500 | 94,461 | 2,039 |
| GREENFIELD | 620,000 | 55,800 | 6,200 | | 62,000 | 66,000 | (4,000) |
| HOLYOKE | 1,392,400 | 125,316 | 13,924 | | 139,240 | 144,781 | (5,541) |
| MASS BAY | 1,291,100 | 116,199 | 12,911 | | 129,110 | 126,291 | 2,819 |
| MASSASOIT | 1,694,368 | 152,493 | 16,944 | | 169,437 | 187,869 | (18,432) |
| MT. WACHUSETT | 829,067 | 74,616 | 8,291 | | 82,907 | 87,398 | (4,491) |
| NORTHERN ESSEX | 1,673,090 | 150,578 | 16,731 | | 167,309 | 170,000 | (2,691) |
| NORTH SHORE | 1,725,396 | 155,286 | 17,254 | | 172,540 | 137,314 | 35,226 |
| QUINSIGAMOND | 1,292,320 | 116,309 | 12,923 | | 129,232 | 123,993 | 5,239 |
| SPRINGFIELD | 1,733,131 | 155,982 | 17,331 | | 173,313 | 190,013 | (16,700) |
| ROXBURY | 600,000 | 54,000 | 6,000 | | 60,000 | 63,406 | (3,406) |
| MIDDLESEX | 1,471,117 | 132,401 | 14,711 | | 147,112 | 140,359 | 6,753 |
| BUNKER HILL | 1,719,780 | 154,780 | 17,198 | | 171,978 | 175,000 | (3,022) |
| SUB TOTAL : COMMUNITY COLL. | 19,535,153 | 1,758,164 | 195,352 | | 1,953,515 | 1,963,062 | (9,547) |
| GRAND TOTAL : | 98,943,918 | 5,728,602 | 989,439 | 3,957,757 | 10,675,798 | 10,711,883 | (23,178) |

## Public University and College Undergraduate Student Fees[1]

Public undergraduate student fees in Massachusetts have risen dramatically over the past five years. Since the 1982 academic year fees have risen 76%, approximately seven times as fast as tuition (12%), three times as fast as consumer prices (20%), twice as fast as higher education prices (30%) and one and a half times as fast as per capita income (46%). While fees have risen in all public universities and colleges, there are large differences both between and within segments. For example, public university fees average $535,[2] more than twice community college fees ($228), while the highest community college fee ($359) is approximately two and a half times the lowest ($135).

---

1. The figures referred to in this report are included in Appendix A. Definitions of tuition and fees are given in Appendix B, together with Massachusetts public university and college tuition and fee data. The sources for all other data used are given in Appendix C.

2. This average is heavily influences by the $756 in fees charged at UMass Amherst. The UMass Amherst fees include a unique capital fee and a comprehensive health insurance fee. If the capital fee is excluded and the health insurance fee reduced to the basic health insurance fee charged at UMass Boston, UMass Amherst fees would be $370. This would lower the average fees for all public universities and colleges to $314, the average for public universities to $349, and the average for public 4-year universities and colleges to $356.

This year undergraduate public university and college students are paying average fees of $389, which is 6.5% higher than last year ($365) and 76% higher than five years ago ($221). Since the 1982 academic year, student fees have increased significantly compared to tuition, income and other prices. Figure 1 compares the increase in state university and college fees with increases in tuition charges, per capita income, the Higher Education Price Index (HEPI) and the Consumer Price Index (CPI). Although fees have increased substantially faster than income or prices, tuition charges have grown only 12%, half as fast as consumer prices, one-third as fast as higher education prices and one-fourth as fast as personal income, and only one-seventh as fast as state tuition charges.

Unlike tuition which goes to the state, fees are retained by the universities and colleges. Figure 2 shows tuition, fees and state appropriations per FTE student after adjusting for inflation using the higher education price index. Tuition has failed to increase in proportion to the general level of higher education prices, so that adjusted tuition has fallen 14% since 1982. In contrast, both appropriations and fees have increased considerably faster than prices. Adjusted appropriations of have risen by nearly 12% since 1982, including a slight decrease since 1985. During this same period adjusted fees have increased by 35%, with most of this increase coming between 1984 and 1986.

In order to compare tuition and fees charged by Massachusetts public universities and colleges with those charged by public institutions in other areas, we must combine tuition and fees into a single total. This is due to the fact that separate tuition and fee data are not available for public universities and colleges in other states. For the 1982 academic year, public university and college tuition and fees averaged $1,095 in Massachusetts, compared with $1,221 for the six New England states and $798 for the entire country. Since 1982 Massachusetts' tuition and fees have grown to $1,368, somewhat slower than either the New England or U.S. averages, falling further behind the New England average ($1,750) and approaching the U.S. average ($1,163), as shown in Figure 3. Since 1985, Massachusetts' moderate growth is attributable to fee increases without any tuition increases.

The most noticeable increase in Massachusetts tuition and fees occurred between 1984 and 1985 when the Board last raised tuition charges. This jump, however, was not solely due to the tuition increase. As Figure 4 indicates, universities and colleges increased their fees significantly for the 1985 academic year. Overall, fees have increased significantly for all segments. Public university fees grew from $314 in 1982 to $535 in 1987. This is somewhat faster than fees for either state colleges (from $229 to $366) or community colleges (from $91 to $228). Since community college fees started out lowest, however,

their growth has been the highest in percentage terms, 150% on average, compared to 60% for state colleges and 70% for public universities.

In 1984 the Board of Regents recommended that fees on any campus should not exceed 30% of tuition.[3] Because growth rates for fees have been so much greater than those for tuition, fees have exceeded this guideline by a wide margin. Figure 5 shows that since 1986 the average fees-to-tuition ratio across all segments have been higher than the 30% guideline recommended by the Board. In 1982, community college fees represented less than 15% of tuition, while fees in the public universities and state colleges were slightly less than 30% of tuition. Current fees in state colleges are almost 40% of tuition, and fees in public universities are over 40% of tuition. In only 10 of the 28 universities and colleges are fees under the 30% guideline.[4] In three universities and colleges (UMass Amherst, North Adams State College, and Northern Essex Community College) fees exceed 50% of tuition.

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3. Tuition Policy, adopted by the Massachusetts Board of Regents of Higher Education March 13, 1984; amended December 10, 1984.

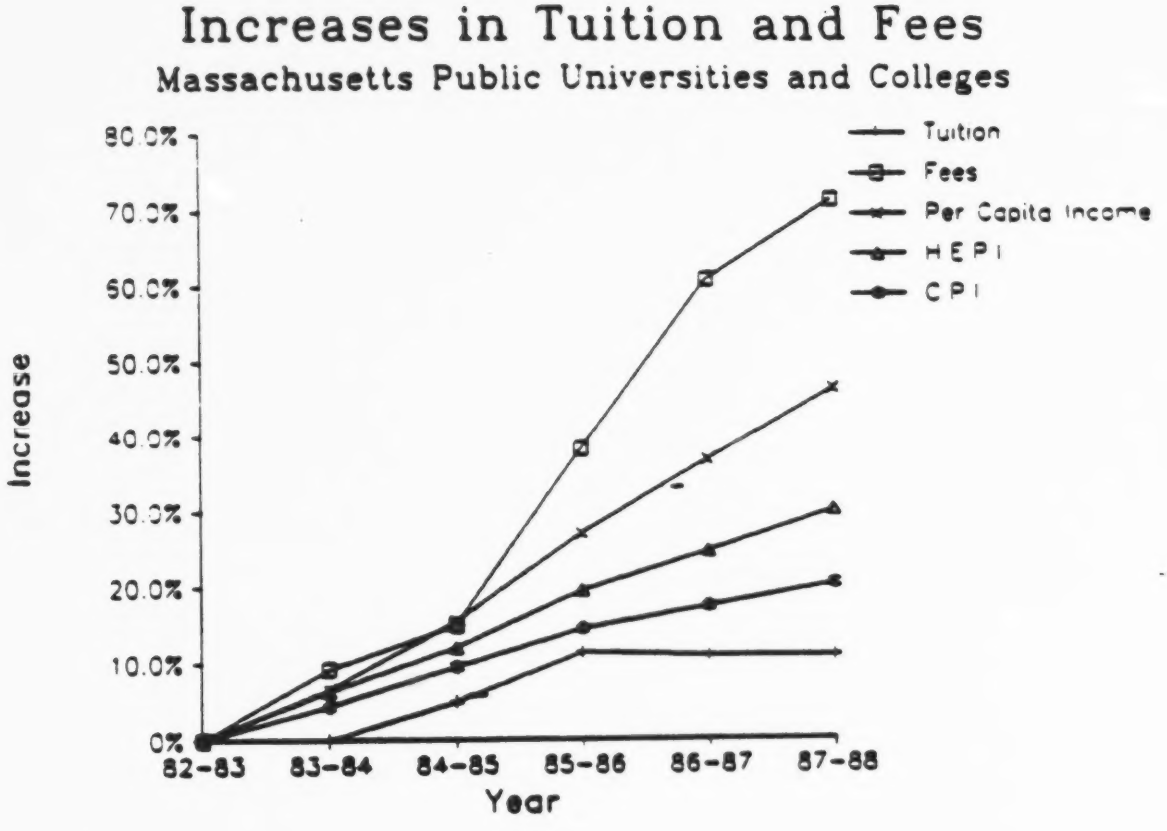
4. UMass Boston, Southeastern Massachusetts University, Worcester State College, and Bristol, Bunker Hill, Massasoit, Middlesex, Mt. Wachusett, North Shore and Roxbury Community Colleges

In addition to the overall trends described above, there is considerable variation in fees both among segments and within segments. Students at UMass Amherst pay the highest fees ($796), while students at Roxbury Community College pay the lowest ($135). Comparing different segments, students at the state universities pay the highest average amount in fees ($535), while students at the community colleges pay the lowest ($228). All state college students pay higher fees ($275-$482) than students at Southeastern Massachusetts University ($241). Examining fees for public universities, we find that fees at UMass Amherst ($796) are over two and a half times fees at UMass Boston ($286). Among state colleges, fees at North Adams State College are $482, 75% higher than those at Worcester State College ($275). Students at Northern Essex Community College pay fees of $359, almost three times as much as students attending Roxbury Community College ($135).

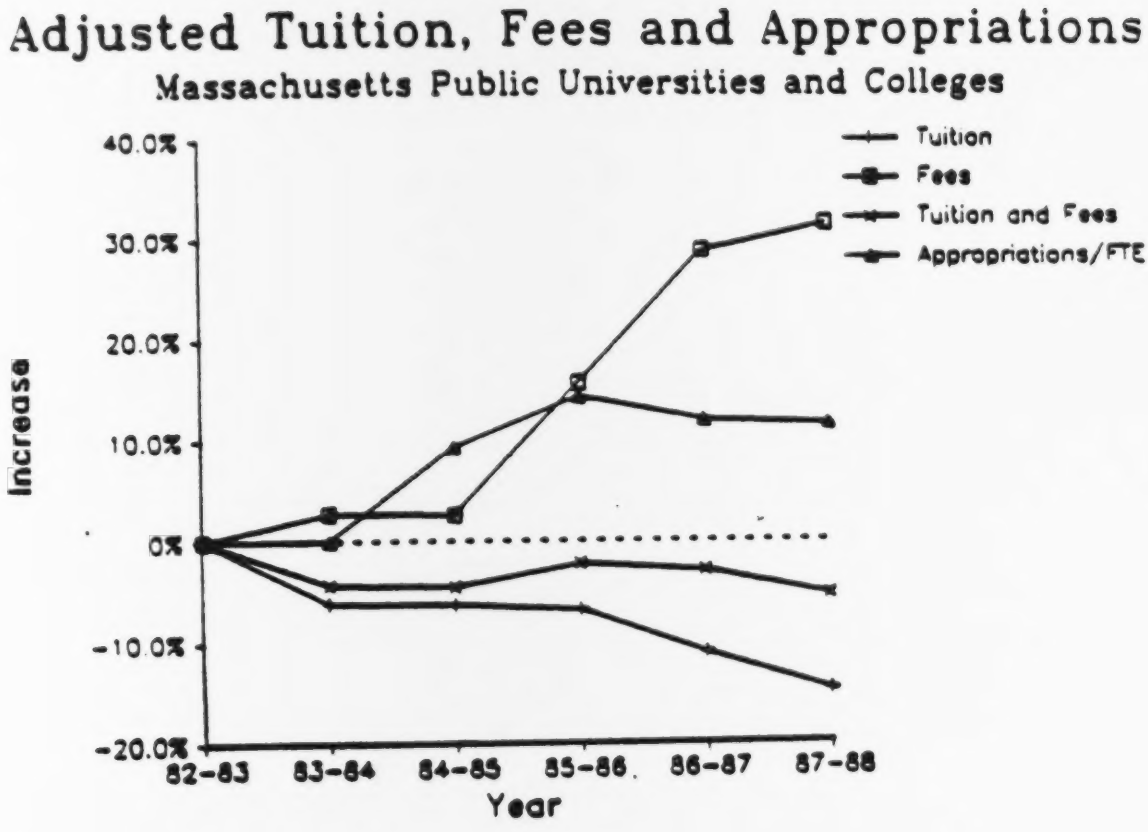
As indicated earlier, the community colleges show the highest percent increase in fees since 1982 (150%). Massachusetts Bay Community College and Northern Essex Community College both increased fees by more than 250%. During this same period, Massachusetts Maritime Academy and Southeastern Massachusetts University both increased fees less than 25%.

# APPENDIX A: FIGURES

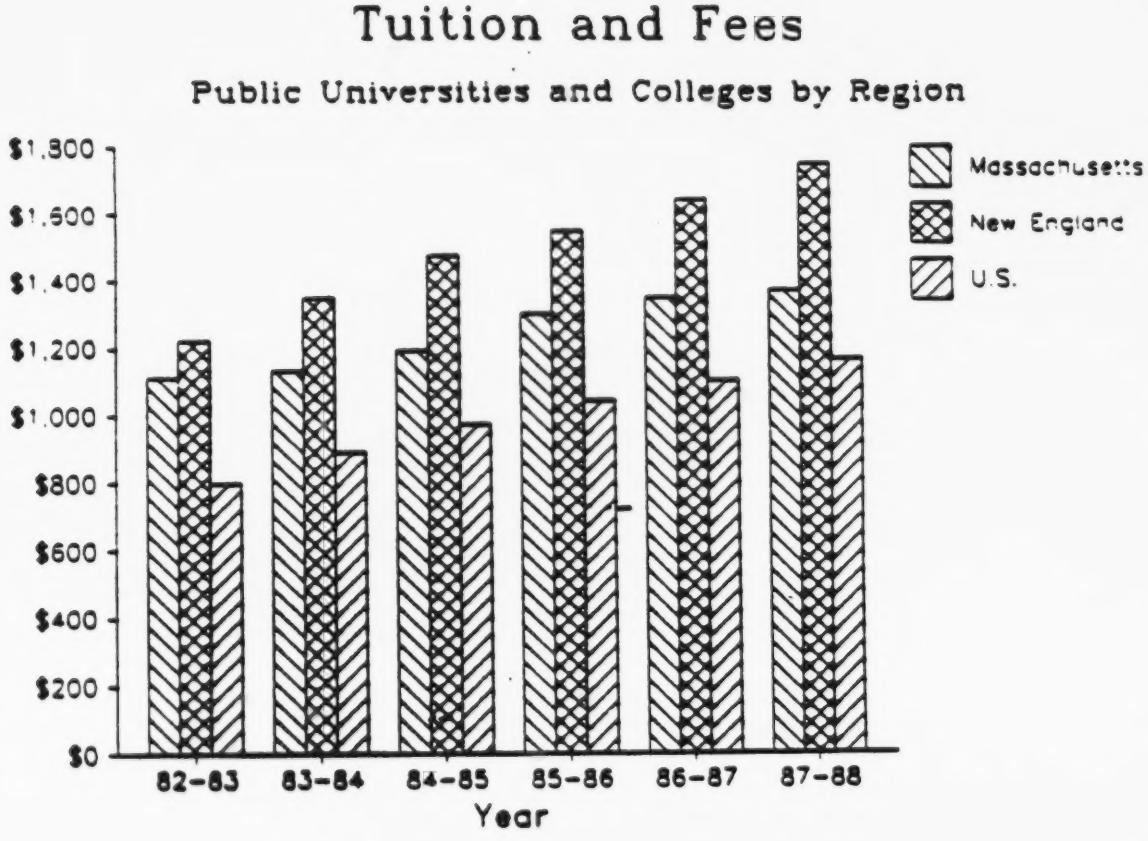
# Figure 1


Increases in Tuition and Fees
Massachusetts Public Universities and Colleges
Tuition
Fees
Per Capita Income
H E P I
C P I
Increase
80.0%
70.0%
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0%
82-83
83-84
84-85
85-86
86-87
87-88
Year

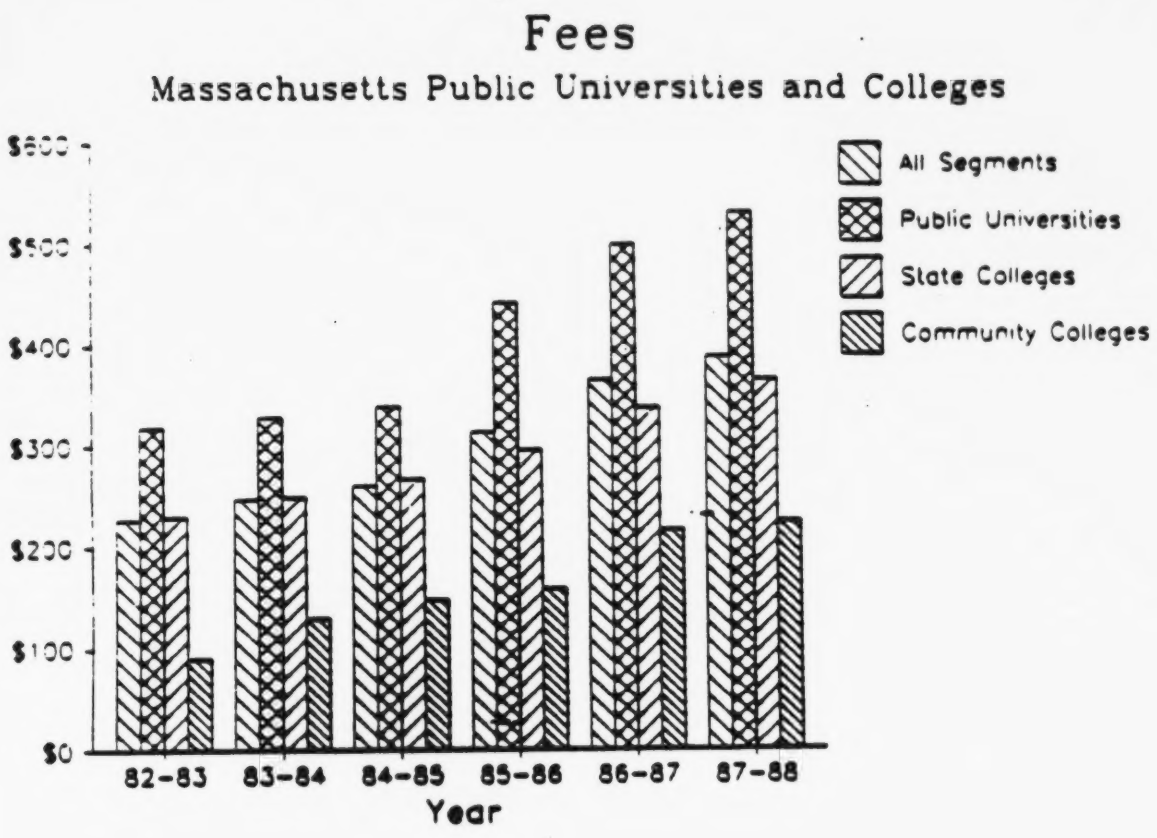
# Figure 2


Adjusted Tuition, Fees and Appropriations
Massachusetts Public Universities and Colleges
Tuition
Fees
Tuition and Fees
Appropriations/FTE
40.0%
30.0%
20.0%
10.0%
0%
-10.0%
-20.0%
Increase
82-83
83-84
84-85
85-86
86-87
87-88
Year

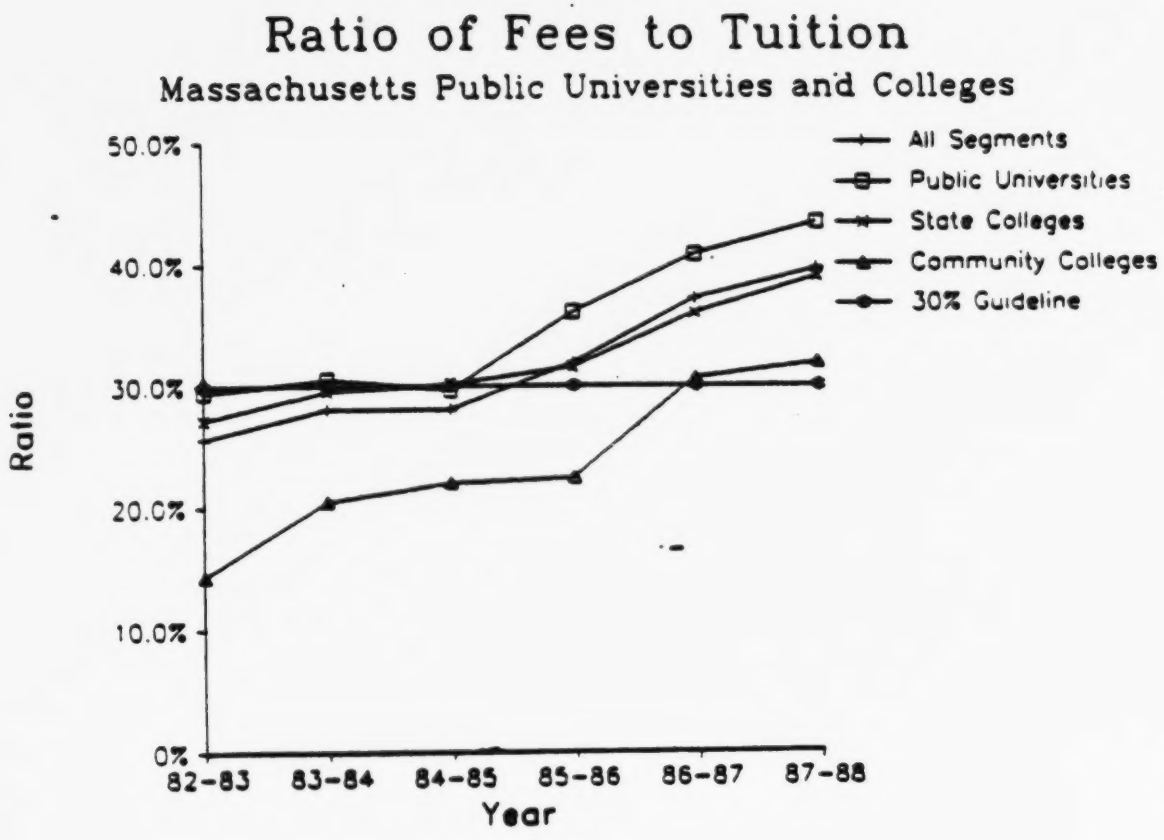
# Figure 3


Tuition and Fees
Public Universities and Colleges by Region
$1,800
$1,600
$1,400
$1,200
$1,000
$800
$600
$400
$200
$0
82-83
83-84
84-85
85-86
86-87
87-88
Year
Massachusetts
New England
U.S.

# Figure 4


Fees
Massachusetts Public Universities and Colleges
$600
$500
$400
$300
$200
$100
$0
82-83
83-84
84-85
85-86
86-87
87-88
Year
All Segments
Public Universities
State Colleges
Community Colleges

# Figure 5


Ratio of Fees to Tuition
Massachusetts Public Universities and Colleges
All Segments
Public Universities
State Colleges
Community Colleges
30% Guideline
50.0%
40.0%
30.0%
20.0%
10.0%
0%
Ratio
82-83
83-84
84-85
85-86
86-87
87-88
Year

## APPENDIX B: TUITION AND FEES FOR MASSACHUSETTS PUBLIC UNIVERSITIES AND COLLEGES

## DEFINITIONS

### Tuition

Tuition is the charge assessed against students for instruction. The Board of Regents establishes tuition charges for public universities and colleges, according to the type of institution (i.e., the University of Massachusetts, regional universities, state colleges, and community colleges). All tuition monies revert to the General Fund.

### Fees

Fees include all charges assessed against students for educational services other than instruction (e.g., student government, library use, athletics, etc.). Each public university or college establishes the fees to be assessed of its students. Fees can be either required or optional. They can also be charged annually, per semester, or at one-time. Fees can also vary according to the number of credits a student takes.

The required student fee questionnaire requested all general required fees for undergraduate students. The data include any fees charged to all students, to all entering or

graduating students, or to all members of a particular class (e.g., freshmen or sophomores), including orientation, testing and graduation fees. They do not include fees charged only to students enrolled in particular courses or programs (e.g., laboratory, computer or material fees or special insurance); fees charged only to non-state-supported Continuing Education students; penalty fees (e.g. late registration or course change fees), room and board charges or other fees charged only to resident students; parking fees; application fees; or optional insurance charges or other optional fees. Total fees as used in this report represent the required fees charged to full time students on an annual basis, including pro-rated one-time fees, averaged over a full degree program (two years for community colleges, four years for baccalaureate institutions).

TABLE 1. TRENDS IN UNDERGRADUATE FEES - ACADEMIC YEARS 1982-1987

| INSTITUTION | 82-83 | 83-84 | 84-85 | 85-86 | 86-87 | 87-88 | % Change: 86/7-87/8 | % Change: 82/3-87/8 |
|---|---|---|---|---|---|---|---|---|
| Universities | | | | | | | | |
| U Mass Amherst | $419 | $433 | $449 | $644 | $742 | $796 | 7.3% | 90.0% |
| U Mass Boston | $175 | $199 | $225 | $237 | $264 | $286 | 8.3% | 63.4% |
| U Lowell | $258 | $263 | $277 | $306 | $343 | $352 | 2.6% | 36.4% |
| SE Mass U | $196 | $200 | $200 | $225 | $237 | $241 | 1.7% | 23.0% |
| State Colleges | | | | | | | | |
| Bridgewater | $293 | $325 | $330 | $332 | $399 | $401 | 0.5% | 36.9% |
| Fitchburg | $192 | $192 | $212 | $254 | $318 | $318 | 0.0% | 65.6% |
| Framingham | $260 | $291 | $327 | $374 | $373 | $437 | 17.2% | 68.1% |
| North Adams | $257 | $272 | $337 | $349 | $394 | $482 | 22.3% | 87.5% |
| Salem | $176 | $194 | $207 | $246 | $274 | $301 | 9.9% | 71.0% |
| Westfield | $261 | $292 | $292 | $316 | $357 | $389 | 9.0% | 49.0% |
| Worcester | $178 | $190 | $192 | $233 | $247 | $275 | 11.3% | 54.5% |
| Mass Art | $248 | $266 | $342 | $345 | $463 | $477 | 3.0% | 92.3% |
| Mass Maritime | $269 | $269 | $269 | $269 | $323 | $336 | 4.0% | 24.9% |
| Community Colleges | | | | | | | | |
| Berkshire | $103 | $153 | $186 | $186 | $283 | $286 | 1.1% | 177.7% |
| Bristol | $100 | $120 | $122 | $122 | $163 | $176 | 8.0% | 76.0% |
| Bunker Hill | $74 | $114 | $114 | $114 | $157 | $160 | 1.9% | 116.2% |
| Cape Cod | $145 | $168 | $208 | $208 | $241 | $250 | 3.7% | 72.4% |
| Greenfield | $115 | $147 | $167 | $167 | $252 | $256 | 1.6% | 122.6% |
| Holyoke | $90 | $95 | $107 | $179 | $229 | $234 | 2.2% | 160.0% |
| Mass Bay | $90 | $112 | $168 | $192 | $253 | $316 | 24.9% | 251.1% |
| Massasoit | $83 | $130 | $152 | $168 | $168 | $168 | 0.0% | 102.4% |
| Middlesex | $76 | $102 | $108 | $138 | $169 | $182 | 7.7% | 139.5% |
| Mt. Wachusett | $93 | $177 | $177 | $182 | $207 | $210 | 1.4% | 125.8% |
| North Shore | $68 | $105 | $107 | $107 | $200 | $209 | 4.5% | 207.4% |
| Northern Essex | $98 | $189 | $198 | $192 | $355 | $359 | 1.1% | 266.3% |
| Quinsigamond | $86 | $142 | $190 | $200 | $237 | $240 | 1.3% | 179.1% |
| Roxbury | $79 | $109 | $109 | $109 | $135 | $135 | 0.0% | 70.9% |
| Springfield Technical | $90 | $111 | $140 | $140 | $210 | $214 | 1.9% | 137.8% |
| University of Massachusetts | $353 | $365 | $386 | $525 | $601 | $644 | 7.3% | 82.6% |
| Regional Universities | $235 | $239 | $247 | $273 | $300 | $305 | 1.8% | 30.0% |
| Universities | $314 | $323 | $339 | $442 | $500 | $535 | 7.0% | 70.3% |
| State Colleges | $229 | $249 | $268 | $296 | $338 | $366 | 8.3% | 59.7% |
| Community Colleges | $91 | $130 | $148 | $159 | $217 | $228 | 5.1% | 149.4% |
| All | $221 | $242 | $261 | $314 | $365 | $389 | 6.5% | 76.3% |

TABLE 2. TRENDS IN UNDERGRADUATE TUITION - ACADEMIC YEARS 1982-1987

| INSTITUTION | 82-83 | 83-84 | 84-85 | 85-86 | 86-87 | 87-88 | % Change: 86/7-87/8 | % Change: 82/3-87/8 |
|---|---|---|---|---|---|---|---|---|
| **Universities** | | | | | | | | |
| U Mass Amherst | $1,129 | $1,129 | $1,208 | $1,296 | $1,296 | $1,296 | 0.0% | 14.8% |
| U Mass Boston | $1,129 | $1,129 | $1,208 | $1,296 | $1,296 | $1,296 | 0.0% | 14.8% |
| U Lowell | $986 | $986 | $1,026 | $1,080 | $1,080 | $1,080 | 0.0% | 9.5% |
| SE Mass U | $937 | $937 | $1,002 | $1,080 | $1,080 | $1,080 | 0.0% | 15.3% |
| **State Colleges** | | | | | | | | |
| Bridgewater | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Fitchburg | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Framingham | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| North Adams | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Salem | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Westfield | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Worcester | $845 | $845 | $888 | $936 | $936 | $936 | 0.0% | 10.8% |
| Mass Art | $845 | $845 | $888 | $960 | $960 | $960 | 0.0% | 13.6% |
| Mass Maritime | $845 | $845 | $888 | $960 | $960 | $960 | 0.0% | 13.6% |
| **Community Colleges** | | | | | | | | |
| Berkshire | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Bristol | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Bunker Hill | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Cape Cod | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Greenfield | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Holyoke | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Mass Bay | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Massasoit | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Middlesex | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Mt. Wachusett | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| North Shore | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Northern Essex | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Quinsigamond | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Roxbury | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| Springfield Technical | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| University of Massachusetts | $1,129 | $1,129 | $1,208 | $1,296 | $1,296 | $1,296 | 0.0% | 14.8% |
| Regional Universities | $968 | $967 | $1,017 | $1,080 | $1,080 | $1,080 | 0.0% | 11.6% |
| Universities | $1,076 | $1,075 | $1,143 | $1,224 | $1,224 | $1,226 | 0.2% | 14.0% |
| State Colleges | $845 | $845 | $888 | $938 | $938 | $938 | 0.0% | 11.0% |
| Community Colleges | $634 | $634 | $672 | $708 | $708 | $708 | 0.0% | 11.7% |
| All | $874 | $873 | $928 | $985 | $981 | $979 | -0.2% | 12.0% |

TABLE 3. UNDERGRADUATE FEES AS A PERCNETAGE OF TUITION - ACADEMIC YEARS 1982-1987

| INSTITUTION | 82-83 | 83-84 | 84-85 | 85-86 | 86-87 | 87-88 | % Change: 86/7-87/8 | % Change: 82/3-87/8 |
|---|---|---|---|---|---|---|---|---|
| **Universities** | | | | | | | | |
| U Mass Amherst | 37.1% | 38.4% | 37.2% | 49.7% | 57.3% | 61.4% | 4.2% | 24.3% |
| U Mass Boston | 15.5% | 17.6% | 18.6% | 18.3% | 20.4% | 22.1% | 1.7% | 6.6% |
| U Lowell | 26.2% | 26.7% | 27.0% | 28.3% | 31.8% | 32.6% | 0.8% | 6.4% |
| SE Mass U | 20.9% | 21.3% | 20.0% | 20.8% | 21.9% | 22.3% | 0.4% | 1.4% |
| **State Colleges** | | | | | | | | |
| Bridgewater | 34.7% | 38.5% | 37.2% | 35.5% | 42.6% | 42.8% | 0.2% | 8.2% |
| Fitchburg | 22.7% | 22.7% | 23.9% | 27.1% | 34.0% | 34.0% | 0.0% | 11.3% |
| Framingham | 30.8% | 34.4% | 36.8% | 40.0% | 39.9% | 46.7% | 6.8% | 15.9% |
| North Adams | 30.4% | 32.2% | 38.0% | 37.3% | 42.1% | 51.5% | 9.4% | 21.1% |
| Salem | 20.8% | 23.0% | 23.3% | 26.3% | 29.3% | 32.2% | 2.9% | 11.3% |
| Westfield | 30.9% | 34.6% | 32.9% | 33.8% | 38.1% | 41.6% | 3.4% | 10.7% |
| Worcester | 21.1% | 22.5% | 21.6% | 24.9% | 26.4% | 29.4% | 3.0% | 8.3% |
| Mass Art | 29.3% | 31.5% | 38.5% | 35.9% | 48.2% | 49.7% | 1.5% | 20.3% |
| Mass Maritime | 31.8% | 31.8% | 30.3% | 28.0% | 33.6% | 35.0% | 1.4% | 3.2% |
| **Community Colleges** | | | | | | | | |
| Berkshire | 16.2% | 24.1% | 27.7% | 26.3% | 40.0% | 40.4% | 0.4% | 24.1% |
| Bristol | 15.8% | 18.9% | 18.2% | 17.2% | 23.0% | 24.9% | 1.8% | 9.1% |
| Bunker Hill | 11.7% | 18.0% | 17.0% | 16.1% | 22.2% | 22.6% | 0.4% | 10.9% |
| Cape Cod | 22.9% | 26.5% | 31.0% | 29.4% | 34.0% | 35.3% | 1.3% | 12.4% |
| Greenfield | 18.1% | 23.2% | 24.9% | 23.6% | 35.6% | 36.2% | 0.6% | 18.0% |
| Holyoke | 14.2% | 15.0% | 15.9% | 25.3% | 32.3% | 33.1% | 0.7% | 18.9% |
| Mass Bay | 14.2% | 17.7% | 25.0% | 27.1% | 35.7% | 44.6% | 8.9% | 30.4% |
| Massasoit | 13.1% | 20.5% | 22.6% | 23.7% | 23.7% | 23.7% | 0.0% | 10.6% |
| Middlesex | 12.0% | 16.1% | 16.1% | 19.5% | 23.9% | 25.7% | 1.8% | 13.7% |
| Mt. Wachusett | 14.7% | 27.9% | 26.3% | 25.7% | 29.2% | 29.7% | 0.4% | 15.0% |
| North Shore | 10.7% | 16.6% | 15.9% | 15.1% | 28.2% | 29.5% | 1.3% | 18.8% |
| Northern Essex | 15.5% | 29.8% | 29.5% | 27.1% | 50.1% | 50.7% | 0.6% | 35.2% |
| Quinsigamond | 13.6% | 22.4% | 28.3% | 28.2% | 33.5% | 33.9% | 0.4% | 20.3% |
| Roxbury | 12.5% | 17.2% | 16.2% | 15.4% | 19.1% | 19.1% | 0.0% | 6.6% |
| Springfield Technical | 14.2% | 17.5% | 20.8% | 19.8% | 29.7% | 30.2% | 0.6% | 16.0% |
| University of Massachusetts | 31.2% | 32.4% | 32.0% | 40.5% | 46.3% | 49.7% | 3.4% | 18.5% |
| Regional Universities | 24.3% | 24.7% | 24.3% | 25.3% | 27.8% | 28.3% | 0.5% | 4.0% |
| Universities | 29.2% | 30.0% | 29.7% | 36.1% | 40.9% | 43.6% | 2.8% | 14.4% |
| State Colleges | 27.2% | 29.5% | 30.2% | 31.6% | 36.1% | 39.1% | 3.0% | 11.9% |
| Community Colleges | 14.4% | 20.5% | 22.0% | 22.4% | 30.6% | 32.2% | 1.6% | 17.8% |
| All | 25.3% | 27.7% | 28.1% | 31.8% | 37.3% | 39.7% | 2.5% | 14.5% |

TABLE 4. TRENDS IN TUITION AND REQUIRED FEES - ACADEMIC YEARS 1982-1987

| INSTITUTION | 82-83 | 83-84 | 84-85 | 85-86 | 86-87 | 87-88 | % Change: 86/7-87/8 | % Change: 82/3-87/8 |
|---|---|---|---|---|---|---|---|---|
| **Universities** | | | | | | | | |
| U Mass Amherst | $1,548 | $1,562 | $1,657 | $1,940 | $2,038 | $2,092 | 2.6% | 35.1% |
| U Mass Boston | $1,304 | $1,328 | $1,433 | $1,533 | $1,560 | $1,582 | 1.4% | 21.3% |
| U Lowell | $1,244 | $1,249 | $1,303 | $1,386 | $1,423 | $1,432 | 0.6% | 15.1% |
| SE Mass U | $1,133 | $1,137 | $1,202 | $1,305 | $1,317 | $1,321 | 0.3% | 16.6% |
| **State Colleges** | | | | | | | | |
| Bridgewater | $1,138 | $1,170 | $1,218 | $1,268 | $1,335 | $1,337 | 0.1% | 17.5% |
| Fitchburg | $1,037 | $1,037 | $1,100 | $1,190 | $1,254 | $1,254 | 0.0% | 20.9% |
| Framingham | $1,105 | $1,136 | $1,215 | $1,310 | $1,309 | $1,373 | 4.9% | 24.3% |
| North Adams | $1,102 | $1,117 | $1,225 | $1,285 | $1,330 | $1,418 | 6.6% | 28.7% |
| Salem | $1,021 | $1,039 | $1,095 | $1,182 | $1,210 | $1,237 | 2.2% | 21.2% |
| Westfield | $1,106 | $1,137 | $1,180 | $1,252 | $1,293 | $1,325 | 2.5% | 19.8% |
| Worcester | $1,023 | $1,035 | $1,080 | $1,169 | $1,183 | $1,211 | 2.4% | 18.4% |
| Mass Art | $1,093 | $1,111 | $1,230 | $1,305 | $1,423 | $1,437 | 1.0% | 31.5% |
| Mass Maritime | $1,114 | $1,114 | $1,157 | $1,229 | $1,283 | $1,296 | 1.0% | 16.3% |
| **Community Colleges** | | | | | | | | |
| Berkshire | $737 | $787 | $858 | $894 | $991 | $994 | 0.3% | 34.9% |
| Bristol | $734 | $754 | $794 | $830 | $871 | $884 | 1.5% | 20.4% |
| Bunker Hill | $708 | $748 | $786 | $822 | $865 | $868 | 0.3% | 22.6% |
| Cape Cod | $779 | $802 | $880 | $916 | $949 | $958 | 0.9% | 23.0% |
| Greenfield | $749 | $781 | $839 | $875 | $960 | $964 | 0.4% | 28.7% |
| Holyoke | $724 | $729 | $779 | $887 | $937 | $942 | 0.5% | 30.1% |
| Mass Bay | $724 | $746 | $840 | $900 | $961 | $1,024 | 6.6% | 41.4% |
| Massasoit | $717 | $764 | $824 | $876 | $876 | $876 | 0.0% | 22.2% |
| Middlesex | $710 | $736 | $780 | $846 | $877 | $890 | 1.5% | 25.4% |
| Mt. Wachusett | $727 | $811 | $849 | $890 | $915 | $918 | 0.3% | 26.3% |
| North Shore | $702 | $739 | $779 | $815 | $908 | $917 | 1.0% | 30.6% |
| Northern Essex | $732 | $823 | $870 | $900 | $1,063 | $1,067 | 0.4% | 45.8% |
| Quinsigamond | $720 | $776 | $862 | $908 | $945 | $948 | 0.3% | 31.7% |
| Roxbury | $713 | $743 | $781 | $817 | $843 | $843 | 0.0% | 18.2% |
| Springfield Technical | $724 | $745 | $812 | $848 | $918 | $922 | 0.4% | 27.3% |
| University of Massachusetts | $1,482 | $1,494 | $1,594 | $1,821 | $1,897 | $1,940 | 2.3% | 30.9% |
| Regional Universities | $1,203 | $1,206 | $1,264 | $1,353 | $1,380 | $1,385 | 0.4% | 15.2% |
| Universities | $1,390 | $1,398 | $1,483 | $1,666 | $1,724 | $1,762 | 2.2% | 26.7% |
| State Colleges | $1,074 | $1,094 | $1,156 | $1,234 | $1,276 | $1,304 | 2.2% | 21.4% |
| Community Colleges | $725 | $764 | $820 | $867 | $925 | $936 | 1.2% | 29.0% |
| All | $1,095 | $1,115 | $1,189 | $1,299 | $1,346 | $1,368 | 1.7% | 25.0% |